DOCUMENT RESUME

ED 062 557 08 VT 015 291

TITLE [Municipalities as a Model for New Careers and Redirection of Vocational-Technical Education Programs.] Final Report.

INSTITUTION Institute for Local Self Government, Berkeley, Calif.

SPONS AGENCY Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO BR-7-0192
GRANT OEG-0-8-070192-2375(085)
NOTE 91p.

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS Community Colleges; Employment Opportunities; Human Services; Local Government; Manpower Needs; *Models; *Municipalities; *Program Development; Social Services; State Government; *Technical Education; *Vocational Education
IDENTIFIERS New Careers; Public Services

ABSTRACT

To meet the manpower needs of local governments, the model developed for this project redirects national and technical education toward new careers programs. Designed by task forces of professional personnel, the model utilizes existing local government resources, including funds for new career activities. Accomplishments of the project include: (1) overcoming the persistent manpower shortages in the local government public service, (2) creating jobs with both permanence and possibility of advancement, (3) improving the quality and quantity of service for urban residents, (4) increasing the use of professional, administrative and technical personnel time on those tasks which best utilize their scarce competences, (5) utilizing the vocational and educational system of California in a planned phased manner to obtain desirable goals, and (6) institutionalizing and evaluating the results in one local government and one organization composed of nearly 100 local governments. (Author/JS)

ED 062557

7-0192
PA 08

VT 015291

ED 062557

FINAL REPORT

Project number OEG-0-8-070192-2375(085)

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

INTRODUCTION

Based upon known documentation that state and local government is the fastest growing sector of the American economy, the Institute for Local Self Government sought and obtained funding for utilization of municipalities as a model for new careers and redirection of vocational technical education. This project number was OEG-0-8-070192-2375(085) Project number 7-0192.

As noted by the President of the United States in his manpower report to the Congress of March 1965.

> "The great growth in cities and the increased demand for services that derive from such growth underlie the shortages of qualified professional, technical and administrative personnel in this level of government. Cities governments have manpower shortages not only in occupations were personnel is generally scarce, but also in new occupations resulting from urban growth.
>
> "The result is that many urban dwellers do not receive all the services they need and many of the services they do receive are of poor quality because of the extra work load qualified personnel must carry.
>
> "The problem of personnel shortages will be magnified in the next decade."

The model that the Institute developed utilized task forces of professional personnel to develop the models for new careers within city government structures. The purpose of the model development was to utilize existing local government resources including local government funds for new careers activity. Additionally, working the other side of the street, because of its unique relationships to academic and educational institutions the Institute was instrumental in gearing their curricula to the emerging needs of the new careerist.

The attained objectives of the project may be summarized as follows:

(1) assisted in overcoming the persistent manpower shortages in the local government public service, as noted by the Presidential message, above.

(2) created not jobs which can easily be done, but which frequently lead to nowhere; but, careers - a sequence of jobs firmly intergrated in the professional structure of the local government public service and offering both permance and possibility of advancement.

(3) improved the quality and quanity of service for urban residents.

(4) provided an opportunity for motivated and talented people to advance from low skilled entry jobs to any position available to highly trained specialized or educated personnel in the local government public service.

(5) provided job and career opportunities and work that contributes to the well-being of society.

(6) increased the use of professional, administrative and technical personnel time on those tasks and roles which best utilize their scarce competences.

(7) utilized the unique vocational and educational system of California in a planned phased manner to obtain desirable goals.

(8) provided an opportunity for training after employment to overcome some of the handicaps for public service careers now faced by disadvantaged members of the society.

(9) institutionalized and evaluated the results in one local government and one organization composed of nearly 100 local governments, (Association of Bay Area Governments).

IMPLICATIONS FOR REPLICATION

Key: The Use of Professional Task Forces

Task forces were created in the following public service fields: administrative aide, planning trainee, civil engineering technician, building inspector trainee, accounting/finance technician, library technician.

Prior research indicated that these local government professions could easily absorb large numbers of new careerists and offer a reasonable possibility for upward bound career opportunities. Membership of the task forces was composed of the leading professionals in the state of California. The membership was carefully chosen to make certain that the eminence, leadership reputation and technical and professional competence of the members of the task force would be beyond question. It is essential to this model that their recommendations not be subject to criticism by members of their professional peer groups. This was the key to the Institute's approach.

Too often local government practitioners receive models for implementation written by those or developed by those whose practical experience is limited or whose familiarity with experience of the practitioner is limited. Although utilizing task forces required a "tool-up period" of three to five months for orientation meetings of the various task forces to attune them to the intent of the project, in the long run this was time exceedingly well spent. When the models were finally published by the Institute in one of several publications and in many various ways as well as being expounded in person by Institute staff at various meetings of professional groups throughout this region we experienced no difficulty in gaining acceptance for our

proposals because of the high reputations and eminence of those who prepared them. Never at any time were the models for the new careers opportunities put forth as Institute models. They were always put forth as models by and for the leading professionals in various diciplines. Staff of the Institute for Local Self Government always maintained that we were merely assisting and facilitating in their development.

Importantly, having on board approximately sixty leading professional persons, naturally brought the Institute into direct and intimate contact with the meetings of the professional groups. Institute staff was able to speak to recreation directors for example, at their own professional meetings utilizing the work and recommendations of what for the most part turned out to be the leadership and top offices of their own associations. That same experience was repeated throughout the project and indeed toward its end Institute staff provided the keynote addresses on this subject for most of the professional groupings in the west.

The task force professionals also comprised a major portion of the leadership of the various Leagues of Municipalities and Associations of County Supervisors so, during the course of the project it was possible for the Institute to have placed on the agenda discussions of new careers matters at the annual conferences or important workshops of the Leagues of Cities or Associations of Supervisors. The Institute role in this regard was and is unique.

Fortunately, the Institute's interest in new careers continues. Even though the project is over we still provide both resource material and the project design to many cities and counties as well as professional organizations and provide speakers and workshop resource people for the Leagues of

Cities and County Supervisors Association on a continuing basis.

Thus a chief finding or implication from the project is that if new careers is to succeed on a permanent basis and not be just a passing fad dependent upon federal funds; organizations in which local government public officials have confidence must be involved, must take the lead, must provide the training, must provide the publications and must provide the general inspirational leadership for new careers activities. Too often an outside contractor perhaps from a different section of the country has been funded to do new careers work with a local government or combination of local governments without having either credibility or access to the policy and decision processes in unit of government with which it is working. The Institute for Local Self Government project has demonstrated beyond doubt that the correct route is through the funding of research or educational organizations or indeed directly to the Leagues of Cities and Associations of County Supervisors rather than indirectly through technical assistance contractors.

The Incremental Model

For example, the Institute for Local Self Government frequently found local government legislatures, that is to say, city councils and boards of supervisors, quite reluctant to become involved in the use of federal funds. Consequently they did not apply for the various new careers funding program then available. The Institute, however, knowing well the hesitancy and perhaps distrust of federal funding processes on the part of local governments developed its own model for implementing new careers programs which has since become known as the incremental model.

Because of the Institute's experience in public personnel management,

it was well known to us that the average city or county personnel system deals with a 10-15% turnover or vacancy rate each year. We suggested and were successful in getting many jurisdictions to adopt our incremental model which called for devoting a percentage of the openings as a result of death, resignation and retirement to be placed into new careers slots. Normally Institute's staff would sit down with the governing body and say, "Gentlemen are you willing to devote 50% or 25% of your turnover rate to a new careers program, thus utilizing your own funds making them go further and, not utilizing federal funds for this kind of activity?"

In some cases we were told flately "no". However, in a surprisingly large number of jurisdictions we were able to obtain a reasonable decision from the county or city generally to the affect that they would devote 25% or 35% of the funds resulting from their turnover for new careers slots. The success of the Institute model can best be demonstrated by the fact that in every jurisdiction, bar none, which utilized the Institute model and with whom we worked in the provision of technical assistance and the development of a municipality as a model for new careers the program is still going. Conversly, in most jurisdictions which used federal funds when the soft money ran out the program died.

We therefore strongly recommend not so much the provision of federal funds for new careers slots themselves, but the provisions of federal funds for new careers technical assistance to organizations known to and trusted by local government officials. We believe that this is the most certain way of bringing lasting acceptance of the new careers principles as an on-going process, well integrated into public personnel management in municipalities.

Orientation and Continuous Information Essential

Another important finding of the Institute's work was that local government personnel systems and their officials were much less sophisticated than one might have pre-supposed. While there has been a good deal of discussion about manpower as an emerging field and while there is more than enough material on the subject of new careers we found that far too few local government personnel offices really understood the concepts behind the new careers ideas. Consequently in 1968, the Institute for Local Self Government in cooperation with and co-sponsored by the Alaska Municipal League, The League of Arizona Cities and Towns, The League of California Cities, The City and County of Honolulu Mayor's Office, The Association of Idaho Cities, The Nevada Municipal Association, and The Association of Washington Cities conducted a conclave entitled "Local Government New Career Implementation Tactics." More than 200 operating officials were present at this conclave, most of them city managers, mayors, city councilmen, members of civil service commissions or personnel directors. This was the first time that anyone had ever talked to such a group in the west about new careers utilizing their own frames of reference and with a knowledge of their own personnel systems. The essence of the meeting was to point out that new careers was what the Institute chose to call "creative personnel administration." The two day session was devoted to stressing the basic purpose of personnel administration, namely the provision of the proper amount and quality of people at the proper time to do the government job. Four basic assumptions were challenged:

(1) Long years of professional pre-job education are required to preform meaningfully in public service occupations.

(2) Unskilled untrained people cannot perform productive human service functions short of considerable education and training.

(3) On the job training is useful for teaching untrained people to do certain tasks, but if they are to perform higher level functions it will be necessary to remove them to an educational setting and an academic setting for them to acquire the necessary systematic knowledge that requires that they do any work.

(4) That the present credentialing system in the human services is highly related to job performance in the public service occupations.

By the end of the second day these four assumptions had been discarded by practicing professionals in favor of four new assumptions which formed the basis of the Institute's model:

(1) Human service work can be reconstructed at hierarchies so that unskilled persons with minimum pre-job education and training can very quickly perform useful functions at entry level positions.

(2) While on the job these aides can acquire further training during a portion of the working day on what is called "released time." They can also obtain higher education including college courses at the work site in time released for advanced education and training. It was not meant to suggest that they got only college courses in the day, but that a portion of the work day be devoted toward training and development as part of the normal working relationships and requirements in the public service.

(3) That education can enable the new-careerist, entry worker to move up a career ladder where he can perform higher functions at each landing eventually becomming a full fledged professional. And, indeed, it is most rewarding to Institute staff to have seen this happen.

(4) That job experience, on the job training, and site-based education can be combined with evening and summer college courses so that a new careerist can acquire a college degree in a relatively short period of time while working on the job and not be required to leave his job to attend school full time or to go through the arduous process of attending college ten years at night while working full time during the day.

Building on this new careers conclave which was co-sponsored by

the Leagues of Cities in the west, it was not difficult for the Institute to continuously follow up through these associations with their membership in fullfilment of the project goals.

Credibility, Visibility, Knowledgeability and "Presence" Essential

During the three years of the project life Institute staff attended more than 100 meetings of professional groupings and associations of cities and counties. A full recitation of these meetings along with copies of the programs for reference purposes can be obtained from our quarterly progress reports.

It is important for staff of such projects to attend as many professional meetings as possible and to make certain that they occupy key positions as members of panel or resource groups. Research and allied activities intended to have an impact on local government can best be advanced when the researchers and project staff are present at meetings of local government officials. At each of the meetings, Institute staff served either as a keynote speaker, convener, chairman of a panel discussion or research/resource person for a panel discussion on new careers. From these appearances came the acceptance and the credibility necessary for Institute staff to work directly with and in city halls and those institutions offering vocational technical education. We think that these meetings in the "hustings" are essential to success of any project at the city or county or state level.

Methodology for Bridging the Gap Between Academia and Practicalia

Obviously, it was important to work with the community colleges and other institutions of higher education if the model was to succeed. This was particularly necessary in California which has 9 campuses of a state university, 17 state college campuses, and 94 community colleges with over 100 campuses.

Here again the full cooperation of the involved officials at the education institution was necessary. There existed the additional necessity of bringing these officials and educators abreast of developments as well as the local government technicians and professionals previously mentioned. The results of our experiment indicate that a suggested model for assessing the potential impact of community college curriculum for government service should start with what we called "ground-breaking" meetings to apprise both groups (community college and public service people) of the roles and goals of their respective agencies in connection with these matters.

In cooperation with the League of California Cities and the County Supervisors Association of California there was created several pilot committees in selected community college districts. These committees were composed of chief administrative officers, the city managers and county chief administrative officers within the particular service area of a community college as well as representatives from the deanery of the community colleges generally including a representative of the President's Office, the Dean of Vocational Technical education and the Dean of Academic affairs.

We are pleased to report that four years later sixteen committees are still in existence, meeting on a regular basis. These committees provide a way for the service oriented community college to respond to vocational, educational and training needs as they are made known to the college through the new careers programs in the various public jurisdictions of this state.

This model makes it a function of specific occupational advisory committees to advise community college administrators regarding instructional programs in specific trades, crafts, or occupations as related to the work of the new careerists in the operating units of local government. We have

suggested, and most of these committees have adopted, a modus operandi based upon five focal points:

1. Analyze the local labor market to determine the needs for specific education and training programs to develop new and to improve the existing skills of new careerists so as to prepare them for up-grading within career ladders.

2. Provide continuous communication between the college and the community occupational groups.

3. Help recruit people into the new careers program, disseminate information about it and provide assistance in establishing work experience, course credits, and internship programs for the new careerists.

4. Provide a means of constantly evaluating the education and training experience of new careerists in terms of its content, relevancy, level of instruction, etc.

5. Provide the on-site continuing education and training inherent in the new careers model but do so with full cooperation of the operating official to make certain that the training suits the needs and will result in bringing to the new careerists the necessary skills and abilities to enable them to advance up on career ladders without further hurdles in the form of civil service examinations or other artificial barriers to their retention and promotion.

The Contracity of Community Colleges

The Institute for Local Self Government believes, that it is in the community colleges that bold and broad new steps can be taken to strengthen the educational processes for public service occupations in connection with new careers programs. We believe that the California experience is sufficient to prove that linkages can be developed between government personnel offices and the community colleges to insure the preparation

of adequate in-service career education which will result in providing the necessary formal educational requirements to meet most job specifications above those of the entry level position. In terms of redirection of vocational technical education the Institute concurs in the words of John Gardner former secretary of HEW: "The greatest American educational invention of the twentieth century is the community college."

There are several reasons why community colleges are particularly suitable to provide the educational component of new careers activity. Firstly, a high school diploma is generally not required for entrance into a community college, particularly if the applicant is eighteen or more years old and can reasonably be expected to profit from the educational experience. Secondly, a wide range of academic courses can be obtained on one campus from english and mathematics for the dropout or disadvantaged student, to pre-law and pre-medicine for the college directed student to the various programs necessary to provide new careers employees with the required training and educational components necessary to insure success upward on career ladders. Third, vocational educational programs abound in the community colleges many of which have curricula in public service occupation.

Paralleling university development of professionals, community colleges now seem ready to prepare people for technician and sub-professional public positions. The 1968 vocational educational act amendments further expand the possibility for community colleges to engage in a positive relationship with local government agencies, particularly in providing education and training programs for the disadvantaged or new careerists. Fourth, community college programs are adapted to day and evening classes and can accommodate in-service training both on the campus and on the job site. Many community colleges seem most anxious and willing to bring their resources

to the city halls and the county courthouses. This willingness is essential to the model which the Institute has developed and it is a considerable source of pleasure to note that cooperation in so doing seems to be willingly given on each occasion. Fifth, the community college experience with work experience and internship programs makes them readily adaptable to the concept of "jobs now - education and training later" inherent in the new careers model. Community colleges have the opportunity to offer certificate as well as associate of arts degree programs which are well suited to the requirements of new careerists.

Finally, and most importantly in terms of the redirection of vocational technical education activities of the Institute, there exists a high degree of adaptability within the framework of the overall mission of community colleges which permits development of the new programs necessary for successful replication of Institute models elsewhere. The Institute for Local Self Government concludes that the community colleges can become the education and training centers for up-grading existing government employees; developing new sub-professional employees for the government service; and, providing the necessary education and training components which will enable new careerists to continue on career ladders leading to fully professional occupations in the public service. The community colleges have the flexibility and resources to contribute to the achievement of excellent in the public service. Government agencies must move to develop personnel methods and manpower techniques which will accommodate the variety of roles which the community colleges can fulfill.

A major implication for the community college system or indeed for the components of the higher education systems of other states has to do with the "involvement" of the personnel from these institutions. Just as the Institute model implies (for replication elsewhere) the involvement of active

operating professionals from the local governments involved, it also implies the active involvement of the academicians from the higher education establishments. At least one representative of the institutions of higher education sat on each of the nine task forces of professional technicians. Additionally an overall task force responsible for translating the recommendations of the professionals into the language and terminology of the academicians was created. It was this task force which was ultimately responsible for the preparation of the various curricula now being utilized throughout the state of California in the redirection of vocational technical education.

Just as it was essential in order to gain acceptance and credibility in city halls and county courthouses to have a prestigious group of operating officials suggest the necessary breakdown of job descriptions so as to provide entry level sub-professional jobs; so to is it essential that an outstanding educator translate those job requirements and job descriptions into operating meaningful and familiar curriculum which can be adopted and adapted by the institutions of higher education. It is the conclusion of the Institute for Local Self Government that both elements must be present to have a successful project. Slighting either side of the equation will result in something less than success.

"Aide" Now Common Entry-level Job Title

One of the most salutary results of the Institute's project has been the widespread acceptance of the use of the aide position in local government. As was noted in the hypotheses of our project many professional highly skilled scarce supply professional people in local government are working at levels well below their top professional and technical competences. By creating new

jobs as para-professionals or sub-professionals it was possible to increase the technical performance of existing professional personnel as well as open a new career to someone entering a professional, technical, or administrative field at the local level. Many municipal employees hired but for one designated role were found to be performing many and varied roles. The average director of public works we found to be spending more than half of his time in other roles: public relations specialist, warehouseman, motor pool director, fleet vehicle operator, report writer, personnel director or budget analyst. Despite the fact that the director of public works is in a California city required by law to be a licensed civil engineer and generally regards himself as an engineer (a one-role perception) our work with the professionals was instrumental in showing him just how many other roles they perform. When this was explained not only in public works, but in recreation, libraries, finance and the other areas which we covered it was quite easy to break out from the multifarious roles performed exclusively by professionals those roles or jobs which could be and were delegated to persons with limited education, experience and skill. Consequently, this model depends, to a large degree, on job re-structuring training and technical assistance, such as the Institute provided.

By so doing we not only provided new careers but enabled local governments to provide the necessary services and overcome the shortages of personnel so vividly pointed out in most manpower reports concerned with APT people. We found that the city planners in California, usually holding an MA degree in city or regional planning were spending considerable bulks of time on note taking, minute writing, unimportant drafting chores and minor administrative duties in connection with various boards and commissions. When our task force of leading professional planners for example, finally

came to the conclusion that this was true and when our publication over their signatures came to the attention of the professional planners of the state it was quite easy from then on to develop new careers programs for persons not trained in the professional discipline but nevertheless able to provide meaningful public service within the profession.

Once these sub-professionals or para-professional tasks were broken out and agglomerated into entry level jobs, new careerists were employed and started on their way toward professional lifetimes of public service. The various professional, administrative and technical functions were laid out along a continuum in which advancement from entry positions to full-fledged professionals could be negotiated by the new careerist on the basis of talent, motivation, and the additional training or education provided by the community college.

One of the important lessons to be learned from the Institute's work and a noteworthy implication for its replication elsewhere is the fact that approximately 60% of the cities and or counties in California provide educational incentives in one form or another as a matter of local government public policy. That is to say, the cities and the counties of this state are quite accustomed to paying tuition, books, laboratory fees, and similar costs for the continuing education of their personnel. Consequently, it was not a "strange" request for a California city or county to consider the continued education of the new careerists in cooperation with the community colleges during regular working hours and as part of the normal on-going duty assignment of personnel in the local government public service. In addition to the payment of educational costs more than half of the local government jurisdictions in California have some form of pay incentive. For employees undergoing continuing education toward the bachelorate or higher degrees, it is

quite common for the county or city to pay a 5-7% as a bonus in addition to regular monthly wages and earnings.

In addition to these formal arrangements a good many jurisdictions in California have informal arrangements such as allowing employees to utilize municipal cars on a car pool basis to journey to educational institutions, or allowing employees to leave their job site at 4:00 or 4:30 PM to be present at a continuing education class which generally commences at 5:30 or 6:00 PM.

Against this background of local government employer interest in education and training for its employees it was not difficult to "sell" local government jurisdiction on the concept that three to four hours per day of the normal eight hour working day for the new careerists should be devoted to continuing education which would make them more highly qualified to perform public service. While the model has had its successes in California and indeed perhaps while California may be a state to which others could look with envy it is only fair to note that the new careers concept of "job-now; education and training after employment," would not have been possible without the long history of local government encouragement of continuing education for its employees with the devices and in the ways noted above.

Flexible Institutions of Higher Education

The willingness of the educational institutions redesign and redevelop educational vocational curriculums for implementation in the state's educational system was only possible because of the generation long working relationships between the Institute for Local Self Government and the educational institutions of this state. This flexibility is, of course, essential.

For nearly twenty years the Institute has been looked upon as providing the bridge and the linkage between the academic world and the practitioner world and consequently credibility was present not only in the operating units of local government but in the educational institutions as well.

Largely as a result of the work of the Institute the Chancellor of the community college system, in consultation with Institute staff developed a full time position known as "the consultant in public service careers" for the community college system.

Shortly after this position was filled, Institute staff arranged for a meeting between U. S. Office of Education staff in the persons of Marc Matland and Bernard Yabroff to meet with the public service careers consultant Mrs. Mary DeNure. This was the lynch pin or keystone for the redirection of vocational technical education in the community college system. The Institute was assured the complete cooperation, not only of the Chancellor of the community college system and the entree into the 94 community colleges in that system, but also that of Mr. Wesley Smith, the state director of vocational technical education. Dr. Smith assembled the top staff of the departments of education concerned with these matters for the specific purpose of being briefed by Institute staff on the subject.*

Working with the public service career consultant and the task forces noted above the Institute for Local Self Government is proud to report that there are now 26 community colleges in the state of California which provide a public service curriculum designed by the Institute in

---

* The Institute for Local Self Government hereby expresses its gratefulness and appreciation to both Dr. Smith and Dr. Sidney Brossman, Chancellor of the California community colleges for their interest in and cooperation with this project.

cooperation with the Office of the Chancellor of the Community Colleges and that various options in accordance with the professions noted above and the sub-groupings of new careers activities noted above are now available. We are also pleased to report that in addition to this work the chancellor of the community college system has recently appointed a committee on articulation. A member of the Institute staff is chairman of this committee which has as its purpose the development during the next three years, an articulated curriculum as between the 94 community colleges in this state and the 17 state colleges. The U. S. Office of Education's project and its funding to the Institute is directly responsible for this latter development even though it comes after the "conclusion" of the project. The point which is being made is that even though funding from the Office of Education has ceased, the activities generated by this project and the momentum and the direction have continued. It is fair to state that Institute staff as a whole spends no less than four working days a month in continuation of the activities engendered by the project. Parenthically, it should be reported, that such continuing activities upon the expiration of funding are only possible when Office of Education grants are made to well established institutions which have a life of their own separate from a particular contract or award. Putting the matter bluntly, we recommend that the Office of Education not fund single purpose or uni-project contractors whose organizations will disappear or whose personnel will scatter upon the expiration of a particular contract or grant. Indeed it is one of the continuing and recurrent complaints of operating officials with whom the Institute for Local Self Government is in constant contact that a technical assistance contractor appears on the wind one day and disappears behind the sunset the day after the contract expires or the grant funds run dry, ne'er more to be heard from again. We do not presume to set funding policy for the

Office of Education. We dare say, however, that this suggestion is well taken. We do so solely on the basis of our intimacy with local government operating officials. And, also, on the bais of experience say that a good many requests for technical assistance have come to the Institute as a result of seeds planted two and three years ago while we were funded. Were we not a continuing institution which exists to serve local government we would have to refuse these requests for technical assistance. The Institute is, however, well-established and an on-going organization. Consequently, we are able to provide this technical assistance. Indeed looking upon the current scene one might even be tempted to say that the Institute project is having greater impact and greater benefit today than it had during the period when the Institute was funded by the Office of Education.

Redirection of Vocational Technical Education

In the nine subject areas in which we prepared curriculum material for redirecting vocational technical education, (library technician, government management, city planning, supervision and recreation, accounting/finance technician, building inspector trainee, and administrative aide), there are more than 5,000 students in more than forty community colleges receiving over 50,000 hours of instruction from more than 150 teachers utilizing all or part of these materials. As a result of our minority employees skills survey in our pilot city of Oakland and similar activities more than a dozen California jurisdictions have now adopted affirmative action programs and new careers programs as part of their on-going local government activities.

The Mayors, personnel officers and civil service commissioners who employ more than 50% of the one and one half million state and local government employees in Arizona, California, Hawaii, Nevada, Oregon and Washington have

attended at least one meeting sponsored by the Institute or by their state association of local governments not only to receive project materials but to receive the technical assistance necessary for the implementation of the projects goals.

Necessity to Establish Collateral Professional Linkages

The Institute worked closely with many groups which directly create an affect or have administrative regulations to which new-careers concepts needed appending. Principal among those groups are the following:

(1) The International City Management Association - the first statement ever adopted by the City Managers Association dealing with new careers resulted from a panel discussion at its 55th Annual Conference on which the senior research associate of the Institute sat. Copies of this statement were included in our regular quarterly reports

(2) The American Society of Planning Officials - explanation was made to several meetings of California chapters. Institute material was used by ASPO members for restructuring job descriptions and the provisions of new careers concepts within planning organizations in California local governments.

(3) Activities similar to those noted for ASPO above were engaged in with AIP (American Institute of Planners).

(4) Municipal Finance Officers Association - national MFOA officers who were members of the Institute's task force on finance, drafted articles for nationwide distribution in MFOA journals. See our quarterly report noting the nationwide description to MFOA readers about Institute activities and research. Finance officers in California used Institute materials for redirection of community college vocational technical education offerings.

(5) American Library Association - the Institute provided background materials for statewide task force from which flowed new curricular and course outlines widely adopted and used by community colleges in California.

(6) State Leagues or Associations of Cities - state Leagues and Associations of Cities co-sponsored with the Institute at least two major meetings on new careers concepts on a region-wide basis and at least one major meeting within each state. Institute staff was responsible for placement of discussions of our research and allied activities at annual conferences of the following leagues: League of California Cities, League of Arizona Cities and Towns, Arizona Municipal Association, Nevada Municipal Association, League of Oregon Cities and Association of Washington Cities. At the 1968 Annual Conference of the National League of Cities, "New Careers" was included as a conference topic and Institute staff made the presentation.

(7) Public Personnel Association - Institute suggested to PPA that it hold its first national meeting on new careers. It did so in Chicago in March 1969. Institute publications formed the backbone of working papers for this first-time-ever PPA meeting on this subject.

As a follow-up, Southern California PPA and Northern California PPA co-sponsored an Institute conclave on new careers and public employment for the disadvantaged.

(8) National Park and Recreation Association - senior Institute personnel delivered the keynote address at the Annual Western Conference of the National Park and Recreation Association. Over 3,000 people heard Institute's presentation of new careers concepts. Institute staff prepared a chapter in the NRPA publication on new careers in recreation and their pertinence to core cities.

(9) American Society for Public Administration - Institute staff was responsible for placement of "new careers" as one of the major panels at ASPA's Annual conference in Miami in 1969. Senior Institute personnel made principal presentations at this first-time-ever consideration of new careers concepts by the nations major public administration professional society.

(10) American Public Works Association - a member of the Institute's task force prepared an article for publication in APWA's journal. New Careers concepts were discussed by the public works department of the League of California Cities at the 72nd Annual Conference in San Francisco as a result of Institute suggestion.

(11) International Conference of Building Officials - Institute staff worked with ICBO officials in developing a new statewide curricula for inspectional services. Institute staff prepared a major publication Building and Construction Inspection Education in the Community Colleges. This publication was published jointly by the Institute, ICBO, and the Office of the Chancellor California Community Colleges.

(12) National Civil Service League - Institute staff served as consultant to the NCSL in its major project in the field of new careers. Senior Institute staff delivered the keynote address to the NCSL workshop on new careers in Boston, October, 1969.

(13) American Association of Junior Colleges - at its request the Institute made available to AAJC 11,000 copies of our major publications, Some Who Dared: Community College Involvement with Public Service Aspects of the Urban Problem in California; and, Community College Programs for Public Service Occupations. AAJC distributed at least one copy of each of these major Institute publications to all of its members under its own letterhead suggesting adoption of their concepts and recommendations by all AAJC members.

(14) California Association of Junior Colleges - senior Institute staff meet with the curriculum committee of CAJC on a continuing basis. They served as reviewers of proposed redirections of vocational technical education. The final proposals which flowed as a result of these joint discussions were consequently readily adopted by the community colleges, in the same way. That the practicing professionals in city halls and county courthouses adopted those recommended by their leadership.

(15) The Office of the Chancellor of the California Community Colleges - as noted previously Institute was responsible for creation of the nation's full time position "consultant in public service curricula" for a community college system. Institute staff worked closely with the Chancellor and at least three publications were jointly published with them with distribution numbering in excess of 7,000 copies for the three different publications. Institute senior personnelhelped the Chancellor plan, and made the keynote address at each of several regional conferences sponsored by the California Community Colleges devoted to the subject "Government as a Model For New Careers

and Redirection of Vocational Technical Education." Six regional conferences were held.

The title of those conferences and the title of our grant from the Office of Education were identical, indicating the importance of the kind of professional linkages we suggest.

(16) Communities Colleges - Institute provided technical assistance to more than 20 community colleges on a face-to-face basis and was responsible for the creation of the committees in the community college service districts noted earlier in this report.

(17) Units of Government - institute personnel provided technical assistance to more than 25 cities or counties on a face-to-face basis and was responsible for affecting change in dozens of administrative regulations. See our quarterly reports for regular reports on this feature of the project.

Spin-Off Results: A Model for a State

An additional finding of the Institute during the course of the research and allied activities has to do with the "spin-off benefits." Because the Institute demonstrated the utility of new careers as a workable model at the local government level, the State of California created its own Career Opportunities Development Program patterned on it. A meeting was held in the office of the Institute between the special assistant to the Governor for Local Government affairs, members of the Institute staff and a representative of the U. S. Office of Education. From that meeting there flowed the Governor's Executive Order of June 11, 1968 creating the Career Opportunities Development Program. This order based on this projects model, was addressed to the heads of agencies, departments, major units and other key personnel signed by the Governor and reading as follows:

State of California

Memorandum

To : HEADS OF AGENCIES, DEPARTMENTS, MAJOR UNITS AND OTHER KEY PERSONNEL

Date : June 11, 1968

Subject: Career Opportunities Development Program

68-12

From : Governor's Office

A recent review of the needs of California indicates the urgency of developing new employment opportunities for the disadvantaged of our state. The State, as a major employer, is obliged to take the lead in extending all efforts necessary to assure an equal opportunity for the disadvantaged. We must evaluate every aspect of our state government's personnel management program in order to provide broader opportunities. This review should include, but not be limited to, job classification, recruitment, examining, hiring and advancement to assure equality of opportunity for employees and prospective employees of all races.

Toward these aims, I am pleased to announce the formation of a Career Opportunities Development Program. The State Personnel Board staff will provide leadership and technical assistance to each of you in the efforts you are making in providing increased career opportunities for the disadvantaged. Briefly, the objectives of the program include identifying disadvantaged use of existing job opportunities within State Civil Service; creating new employment and career opportunities by job restructuring; developing personnel policies which will facilitate placement of the disadvantaged; and, upgrading the skills of disadvantaged employees to prepare them for civil service advancement. The attached memorandum outlines these objectives in more detail as well as outlining a proposed program by the Personnel Board, for increasing opportunities for California's disadvantaged.

All of my staff have been and will continue to assist in this important undertaking. The Cabinet Secretary's office is providing liaison with the State Personnel Board in the implementation of the Career Opportunities Development Program, which will be headed by Richard A. Bernheimer.

I expect and I know I can count on your full cooperation and support in helping to achieve these objectives.

Sincerely,

Ronald Reagan

RONALD REAGAN
Governor

Attachment

DISTRIBUTION:
A B D

Information Dissemination

One of the most important findings from Institutes research and allied activities is that it is much more useful and worthwhile to have short crisp well written articles placed in journals and publications widely and regularly read by operating officials than it is to have lengthly and more scholarly articles published in "scientific journals." Institute staff prepared and had placed articles concerning new careers and the redirection of vocational technical education in at least the following magazines which fit the characterization noted above: (1) National Civic Review, (2) Western City Magazine, (3) Municipal Finance Officers Journal, (4) International City Managers Association Newsletter, (5) Nation's Cities, (6) American Public Works Association Journal, (7) Public Personnel Association Journal, (8) Good Government, (9) Public Administration Review, (10) American County Government, American Education.

For projects of this nature to have maximum effect, in addition to placement of articles in professional journals read by operating local government officials, grantee should publish a good variety of solid factual monographs ranging anywhere from 40 to 150 pages. To joggle the thinking processes of educators and operating officials in government the Institute did so: (1) Some Who Dared: Case studies of Community Colleges Which Have Developed Public Service Programs; (2) Public Service Occupations - A new concept in Vocational Education; (3) Building and Construction Inspection Education in the Community Colleges; (4) Careers in Local Government; (5) Community College Programs for Public Service Occupations; (6) New Careers in Local Government; (7) Local Government New Career Implementation Tactics; (8) New Careers-A Manpower Strategy For Local Government; (9) Local Government Employment in the West; (10) Careers in Local Government: Profiles of Success.

Our quarterly reports provide full information on publication and dissemination of these major publications.

Multi-purpose Grantees Useful

Another finding of the Institute's project is that Office of Education funding to a multi-purpose contractor has the effect of being able to bring the concepts from the funded project to other on-going activities. For example, a member of Institute for Local Self Government's Board of Directors was appointed to the California Council on Criminal Justice, and its Executive Director served as chairman of the Education and Training statewide task force. As a result, the California state plan for the implementation of funds under the Safe Street and CrimeControl Act of 1968 was the only state plan in the country which included as part of its priority statements the encouragement of new career concepts in the utilization LEAA funds. This is but one example of similar insertations of the lessons from this grant into other on-going projects funded elsewhere in the federal establishment. Many California jurisdictions submitted projects under the ominous Safe Street and Crime Control Act of 1968 for utilization of new careers concepts. We are confident that this would not had occurred had not the influence of the Institute been manifested in the ways mentioned above.

Utilizing A COG As A Model ...

In phase three of our project the Institute institutionalized and implemented the results of the first year of research and allied activities. To prove the utility and practicality of the model and to provide lessons pertinent to conditions and agencies elsewhere in the region and to test the validity of the new career model, the Institute worked closely with the Association of Bay Area Governments. This "council of governments" element was added to the work of the Institute for Local Self Government to develop a

model to institutionalize the new careers concept through a council of governments. Since there are now more than 400 COGs in the country it was felt that this was an important place to make an impact. This element of the Institute's project was evaluated by the National Civil Service League. See Exhibit I.

Multi-year Funding Necessary

One other element is necessary for successful replication of this project; or, phrased another way, one of the implications resulting from this project is that single year funding will not be satisfactory. Since it is integral and nuclear to the Institute's model to work with groups or task forces of professionals both on the firing line and in the institutions of higher education, at least eight to ten months will be necessary to familiarize and orient these groups to the purposes and nature of the work, research and allied activities. While this may seem inordinately long time, if the goal is to actually put the model to work in operating units of government in the long run it is not waste of time or a spinning of wheels. Model making in ivory towers with the model maker then decending to the market place usually results in failure. The Institute models were made in the market place for the market place and consequently were accepted from the beginning in the market place - the true testing ground for work of this nature. Consequently the Institute concludes that multi-year funding or at least a period of eighteen months be considered as minimum essential for success.

It is usual in a "final report" to pay some attention to "obstacles" which impeded the project. The Institute for Local Self Government chooses not to do so in this report for two reasons: (1) the obstacles to replication of this project will be different and diverse in other states and other jurisdictions and consequently those which we found in California are most likely not to be

found elsewhere. The reverse in other states will also be true. (2) We found suprisingly few obstacles to implementation of municipalities as a model for new careers and redirection of vocational technical education for the reasons noted above and because of the Institute's unique use of the top level professional task forces which we once again reiterate was essential.

Two Evaluative Reports on New Career Activities

The Institute, while engaged in the development of municipalities as a model for new careers as a communication link with local government conducted two evaluative research activities: a general one and a specific one on the applicability of New Career concepts to local governments. This federal-local effort started in September, 1968 with a two-day New Careers Conclave which was devised as a method of increasing the dialogue between the New Careers proponents and local government officials from seven western states. Conclave Proceedings were published and distributed in the early part of 1969. Subsequent contract amendments lead to direct consultation work by the staff of the Institute with various cities to provide them with ideas regarding how they might proceed to plan and implement New Careers programs. The Institute also prepared a publication entitled, New Careers in Local Government which provides an assessment of some of the basic components of New Careers and suggests various methods and techniques for operating do-it-yourself or federally funded programs. This publication is now available upon request to the Institute for Local Self Government.

General New Career Program Problems

The Institute worked in several cities, the state government, and with officials through various local government leagues, associations, and professional organizations to develop a more thorough understanding of the New Careers concept. 1/

Observations of professional staff during field consultations,

---

1/ Some of the cities include: Oakland, California; Fresno, California; Tucson, Arizona; Phoenix, Arizona; Tacoma, Washington and a number of smaller cities and federal and state agencies as part of the New Careers field consultation funded by the Department of Labor.

revealed certain fundamental problems which hindered the progress of New Careers projects as well as related manpower programs. Some of the problems are outlined below based on specific comments from local government personnel:

1. One of the most fundamental problems which for the most part existed in all the cities contacted was the lack of any political commitment to the newer manpower programs by civil service commissioners and councilmen as well as, for the most part, the top administrators. One reason for this lack of commitment seemed to stem from the fact that hiring the disadvantaged means that status-quo changes will have to occur to merit systems. Standards now supported by existing employee associations, unions, and professional groups may have to change. Only with some backing from these groups, however, can support of manpower programs and personnel innovations by policy makers become truly operable and effective.

2. Common among most of the programs was lack of knowledge among the user agency personnel experts regarding some of the new personnel functions of counseling of employees,new methods of testing, outreach recruitment, etc. These functions are performed by agencies other than the one which is actually hiring the New Careerists. This process perpetuated the idea that New Careers was nothing more than a "tack on" program which destined to silently slip into obscurity when the "soft" money supply dissipates. If there has been one notable inroad into changing the attitudes and operations of existing personnel offices, it has been through the hiring of minority members of the local community to full-time existing or newly formed positions in the user agency personnel department. Significant changes were noted in three communities where many advancements were made in the counseling, recruitment and assistance in finding needed supportive services through this key minority staff person. The rapport established with many of the unemployed and underemployed by the minority employee in the personnel departments of these cities cannot be overemphasized. These staff people found ways to make the personnel systems work for "their" people within the framework of existing merit rules and regulations. They were

also challenging some of the myths which pervade the merit system. As a first step then in large user agencies, the Institute emphasizes the value of hiring a minority person who can effectively communicate with and recruit from those who normally are excluded from public employment.

3. A further pattern among cities with whom the Institute has had contact, is the obvious need to seek better mechanisms for coordinating the manpower resource agencies to more effectively utilize existing manpower staffs, minimize service duplication and contacts with prospective employers of the disadvantaged, and to establish community goals and objectives for both public and private sector employment programs. For example, in one city there were several agencies involved in contacting private employers for the purpose of job development. Another community was faced with several agencies which were recruiting from the disadvantaged for public employment positions. There must be coordination through some form of local manpower commissions or employment task forces to make sense out of the mish-mash of manpower programs including new careers available and in use at local level.

4. Phoenix, Arizona and Tacoma, Washington have embarked upon interesting trainee programs which were funded from existing sources of revenue. Trainee positions were opened up in a number of areas for the disadvantaged to prepare them for permanent civil service jobs. These programs are designed primarily to give the trainee "work experience, counseling, and direction on educational training." There were, however, in these federally funded programs problems in giving proper credit for work experience gained in the trainee position and in finding alternative testing methods which would place more emphasis on oral, work performance and experience evaluation than the traditional written test process. These two programs do possess the attributes which will make them permanent features of the local personnel operations. It is a start. From this point in time there is the chance for constructive personnel changes to follow.

5. Another glaring reality of existing New Careers types of programs was the need for developing the "adaptive skills" in <u>both</u> New Careerists and trainees on the one hand and those employees who supervised them and worked along side them on the other hand. Prejudices and bias often over-ruled truly realistic expectations of each others roles, "hang-ups," and work attitudes. The "hue and cry" arises among both the disadvantaged and

the existing employee for an understanding of "his" position, needs, and problems. Thus, there must be structured dialogue among these employee groups to overcome the conflict situations which were spawned in these organizations. This must be followed by training programs for the supervisors, employees and trainees, which help to build a lasting foundation of understanding.

6. Part of the reason for some of the "stress situations" as reflected in dialogue with city officials is the need for New Careers programs to put more emphasis on the "old careerists" in an organization. By augmenting training and education programs, restructuring existing job ladders, and opening up promotional opportunities for the old careerists, subsequent vertical movement in the organization will open up "New Careerists" opportunities in many existing entry level positions. These entry level positions may then only require minor modifications to adapt them to that portion of the local labor market which is going unserved. It is particularly crucial to involve many of the "old careerists," who are functioning at the bottom rung of the job ladder, since, numerically, the working poor comprise "7.3 million men and women who are labor force participants." 2/

7. Another aspect of the New Careers job went undone in most agencies - the comprehensive assessment of job content to insure that job tasks bore some reasonable relationship to the skills and knowledges which are required in the typical job announcement and description. While many techniques exist in this area, there is still too prevalent a tendency to hire a person at a trainee level and then let him grope around for something to so. For a successful new careers program it is incumbent on personnel department technicians and operating officials to analyze both existing tasks and those which are now going undone if New Careers is going to "make it" at the local government level. There is a growing polarization of viewpoints between those who say "discard the merit system;" and, others who say, "preserve it at all costs." New Careers program operators must seek to mediate these conflict situations and thereby, hopefully, negotiate the tricky path to success. Only then will it be possible, in terms of its operational realities of municipalities for New Careers to meet the program goals originally devised. The Institute's model, however, strongly suggests that by following the implications and guidelines outlined in this final report, success is attainable in all dimensions - "number game" and "system change."

2/ Harold L. Sheppard, The Nature of the Job Problem and the Role of New Public Service Employment, The W. E. Upjohn Institute for Employment Research, Washington, D. C., January, 1969, page 4.

Specific City (San Francisco) Program Problems

Moving from the general, to the particular, to develop implications for replication of the Institute's model, we offer these additional "lessons," learned from intensive evaluation in the San Francisco program. To analyze how varying administrative structures and the goals of administrative units operated new careers programs we examined the new careers program.

In San Francisco, the Civil Service Commission took responsibility for creating new careers training positions for approximately 90 people in the Departments of Social Services, Public Health, Library and Board of Education. The Commission designed the jobs in consultation with personnel of these departments. The California Employment Service recruited and selected applicants for the positions, and each of the departments provided its own supervisory personnel to train and supervise the new careerists. The Civil Service Commission provided the money for each department to hire a "coordinator," i.e., a supervisory person whose function was to orchestrate the efforts of the various entitities involved in recruiting, training, educating, and servicing the new careerists. The Civil Service Commission arranged for the new careerists to take their academic training at the City College of San Francisco. By design, half of the new careerists' forty-hour week was spent in academic training. This evaluation of one municipality as a model for new careers seeks to identify the different issues and problems confronted by the three major actions in the program - the new careerists, their supervisors and the departmental administrators of the programs.

The following research activities were undertaken:

1. A questionnaire was given to all personnel in the program which they were asked to return to the researchers by mail. Approximately 62% of the total work force, one hundred seventeen people responded to the questionnaire.

*For the balance of this report, in referring to the responses of the personnel groups we mean those people who responded to the questionnaire unless we specifically state otherwise.

2. Five group meetings were held with the personnel involved in the program: one meeting with new careerists and one meeting with each of the supervisory and administrative staff groups of the four departments. These meetings were semi-structured discussions. They took place after the questionnaires were completed so we were able to utilize initial assessments of the questionnaire responses in the discussions.

3. We reviewed various documents and reports on the program which were made available by the Civil Service Commission and the four departments.

4. We arranged individual interviews with selected personnel of the program.

No attempt was made to review in a systematic way the academic education program in which new careerists participate. The Institute has already noted in this report the centrality of community colleges and noted the requirements for success. Comments in this portion of the report on that part of the New Careers Program came from responses to the questionnaires, discussions and meetings with program personnel.

Before detailing the Institute's findings we should offer a few cautionary words. First, the uninitiated reader is very likely to come away

---

* Table I (appendix) presents the characteristics of the personnel who responded to the questionnaire. Table II (appendix) compares the characteristics of the total work force with the characteristics of the respondents. Generally, the respondents appear to be representative of the total work force in regard to age, sex and race. The major exception to this is that there are more male new careerists in the total work force (20%) than in the respondent group (2%). A possible interpretation of this fact is that the males which the program attracts tend to be less competent to deal with the task of responding to a written questionnaire than the females. Only 48% of all new careerists responded to questionnaires compared to 74% of all supervisors and administrators, a difference which is largely accounted for by the poor response of the male new careerists.

from this report with a negative impression of the New Careers program. It would be unfortunate if these "lessons" were to be used as an assessment of the program, its values to the city and its consequences for the new careerists. It was not our intent to evaluate the program. Rather, we were investigating specific questions having to do with the use of a municipality as a model for new careers. There was a great deal of evidence in our examination that many good things happened -- to the new careerists as well as to the agencies involved in the program. However, questions about whether or not the progran achieved what it was supposed to achieve, whether it had good or ill effects upon people and agencies, and whether it was the best means to bring about the changes that are desired would have to be determined by a very different kind of study. Secondly, this portion of the Institute's is based on a systematic look at only the San Francisco model. While some of these findings have general applicability elsewhere, they are primarily intended to suggest some of the questions that might be considered for continued research; or to be a template for gauging other public agencies as models for new careers and redirection of vocational technical education.

Problems and Issues

We found that there were three major sets of factors -- each interrelated with the others -- that affect perceptions of the programs: (1) the characteristics of the groups of personnel involved in the program; (2) the proliferation and profusion of goals for the program; and (3) the administrative authority and organization of the program.

Characteristics of Personnel

There were important social, age, economic, educational, and racial differences between the three groups of personnel involved in this program: (a) the new careerists; (b) supervisors of new careerists; and (c) administrative personnel. (See Table I, appendix.)

A. New Careerists-- This group was composed largely of young, black women almost all of whom have school-age children, and many of whom were on AFDC prior to working in the program; many of these women are heads of families without spouses.* (i.e., in percentages, 54% of new careerists are in the youngest age group, 81% are black and 98% are women.) (Of course, there are small numbers of other racial groups represented, there are a few males, and some of the new careerists are older people. But it is the predominance of the characteristics mentioned which influence the entire program.)

B. Supervisors-- While this group was composed largely of women, there are more men than in the new careerist group, they are older than the new careerists and only a small proportion of them are black, (i.e., in percentage, 31% were in the youngest age group, 7% are black, and 62% are women.)** These are professional women, many of whom have grown children, and many of whom are single.

C. Administrators-- This group was older than the other two, has a high proportion of males, and is mostly caucasian, with very few blacks, (i.e., in percentages, 5.5% are in the youngest age group, 5.5% are black, and 61% are women). It is very likely that most of their children are grown. It should be noted that the administrative group responding to the questionnaire represents only a small part (and a lower echelon) of the entire city administrative structure which bears upon this program. If the questionnaire were to be administered to all administrators involved in one way or another these differences would probably be greatly accentuated.

---

* The age differences mentioned here, and in the next paragraph, are even greater in the total work force, (See Table II, Appendix.)

** The supervisory and administrative personnel in the total work force appears to contain even fewer minority members than the respondent group, with 82% of them caucasians. (See Table II, Appendix.)

The differences between these groups accounts for many of the problems experienced. Given the characteristics of new careerists it could be expected that the problems of women who are heads of households with school-age children would be enormous. Home management, preparing meals, getting children off to school, family illnesses, problems in hiring and retaining baby sitters and so forth could be expected to continually interfere with performance of duties. For such a woman, a 40 hour a week program--and one that requires the integration of different kinds of learning--could be expected to be too rigorous an undertaking. In practice, this appears to be the case. One of the major sets of problems reported by each group of personnel had to do with tardiness, lateness, absence and irresponsibility of new careerists in carrying out assignments. However, the reason for these problems depends on whom you ask to identify the cause. Many new careerists perceived the administrators and the supervisors to be unsympathetic, lacking in understanding of the new careerists' real problems, and "racist."

Supervisors' feelings about these problems are mixed. Many felt that the new careerists were poorly motivated and lacking in responsibility. Just as many feel that they, as supervisors, have been saddled with an additional burden in their work and are not given the resources, support and sympathy of administration to do the kind of job they would like to do.

Administrators' feelings were mixed too. Many thought that their agencies took a bold step in introducing the New Careers Program but that the program was thrust upon their agency and that they were not sufficiently involved in planning for it or designing it. For example, only 22% of administrators responded "yes" to the question, "Did you specifically seek your present position in the New Careers Program" in contrast to 59% of new

careerists who said "yes" to this question. Realistically, administrators viewed the new careers program as one among many competing problems and needs with which they must deal in their agency. In the balance, they were not convinced that the demands and extra cares of the program were worth the costs to them or the agency. Many administrators felt that the agency made a major contribution by accepting new careerists and they vieded the complaints of careerists and supervisors as excessive and over-demanding.

The question of race is an important one. The new careerists, to a man felt strongly that race "matters" while many supervisors and administrators not only do not treat racial differences in the staff group as an issue in an open and direct manner, but many of them reflected resentment of even the suggestion of the notion that race is a consideration. For example, 10% of the supervisors and 11% of administrators did not answer the question on their race and many of those who did answer wrote some comment like, "Is it relevant?" or "I don't believe this is an appropriate question." The supervisors and administrators associated with this program operate on a system of values that says, at least formally, that race does not matter, that men are to be judged only on criteria relevant to their performance on the job.

All of the new careerists, however, respondents answered the question on race. Black new careerists tended to make great use of the designations "Black," "Afro-American," or "Black-American." Supervisors and administrators tended to use the word "Negro," an indication of the growing militance and group self-awareness of the black community which has not yet entered into the discourse of supervisors and administrators. This "group self-awareness" -- often expressing itself in nationalistic feeling--

was no doubt, quite unsettling to the largely caucasian supervisory and administrative groups.

The data from questionnaires and discussions makes it clear that race does matter since it is a major factor that characterizes difference between the staff groups. It enters into the perceptions, interpretations and beliefs of all staff who were associated with the San Francisco new careers program. However, the supervisory and administrative groups were constrained by their belief systems from talking about new careerists as members of racial groups. As one supervisor put it, "We have to get over our 'color blindness.'"

It is to be expected that in the foreseeable future, considerations of racial difference will become an even more intense point of issue that will serve to politicize the responses which new careerists and their supporters make to issues in training and employment. Administrators must learn to deal directly and constructively with these perceptions and attitudes within the framework of law and the values under which our programs operate. Denying that problems and differences are being viewed as racial issues (whether justified or not) will not make them any easier to deal with.

Apart from differences in race, other differences among the groups of personnel made for lack of sympathy and understanding. In comparison to new careerists, the supervisory and the administrative groups are each, in turn, older, composed of fewer females, and are highly educated and trained. It is not surprising to find that individuals in these groups frequently do not understand and are not responsive to the problems of a younger group of people, who are mothers of young children, and who have had little education and training. The current way of life as well as the life experience of these

groups of people are, and have been vastly different from the new careerists.

This is one of the reasons why we got such vastly different responses to questions about problems and issues from these groups. For example, 56% of new careerists mentioned some problem related to their finances (e.g., salary, babysitting expenses, travel allowance, etc.). One must speak directly to the new careerists themselves to get a full sense of the anger, upset, and desperation some of the new careerists felt over their financial problems. Only 8% of the supervisors and none of the administrators made reference to these problems in their questionnaire responses (although many more supervisors did discuss this in the meetings).

Some of these problems could have been dealt with in planning for the program if the planners had been given sufficient lead-time and resources. The 40-hour weekly time demands of the program are excessive for many of the people in the new careerist group because of their family responsibilities. The total amount of time required weekly imposes too great a demand on them. Being involved in both a work experience and an educational experience in such an intensive way is particularly demanding for a group which has had neither comparable work nor educational experience.

Recommendations to Improve the Model

The kinds of programmatic adjustments which the Institute would use in a model situation would be: a shorter work week (possibly building up to a full-time experience over two years); adjustments of schedules to meet the needs of mothers of small children (for example, reporting for work at 8:00 a.m. is an exceedingly difficult thing for mothers of school-age children); making allowances in the program budget for the to-be-expected

lateness and absence that mothers who are heads of families will undoubtedly experience because of childrens' illness, late or absent baby sitters, and caring for other family business.

Compensation for the program posed two special problems. First, the salary offered was unlikely to attract many male recruits who have good potential for success. This was unfortunate in that it is the absence of sufficient numbers of minority group males in community and organizational life that is problematic, and programs like the new careers program should bolster the role of the male at least as much as the role of the female, is not more.

Additionally, the salary arrangements posed special problems for the mother recruited from the AFDC rolls. While she was an AFDC client she could count on a specified amount of money monthly. In San Francisco's new careers program she was docked for absence and lateness which, as pointed out above, was likely to occur at a high rate with this group. In addition, there is the deceptive appearance at first glance that the AFDC mother received a significantly larger monthly sum as salary in this program than she did from her grant as an AFDC client, a sum which would seen to be even further increased because of the work incentive feature of the AFDC program. (This regulation allows mothers to continue receiving some assistance because a part of their salary does not have to be declared as income.) But the differences in amounts received were not as significant as one might expect, for several reasons. First, there is loss of salary due to illness, lateness, and other reasons. Second, a large percentage of the "higher" income had to be devoted to payments for child care, carfare, Social Security payments, health insurance, and a retirement plan. The result was that not many of the

former AFDC new careerists had a significantly greater income.

Without going into the complicated details of the formulas used to figure this, difference in monthly income for the AFDC mother might range from between $25 to $65 more a month depending on amount of absence and varying directly with the number of dependents. The larger the family the less favorable the salary arrangements were for the AFDC mother. Though there was the $25 to $65 higher gross income, this difference was, in actuality, cancelled out for several reasons. For one thing, there were certain personal expenses associated with a job like dress, lunch money, "stopping for coffee" and so forth which the mother at home does not have. Moreover, the mother working full time is likely to spend more money for her family's food and household items than otherwise because she does not have as much time to work with unprepared foods and is not as able to "shop sales." Turning to "convenience foods" eats up a large portion of the "extra money." And, in addition, people entering the New Careers Program are likely to overspend because of their immediate expectations of doing better and because of their long range expectations of getting a good paying job.

The problems encountered by the AFDC mother in undertaking this program are enormously complex and we cannot make specific recommendations here for dealing with them. However, the problems are serious enough to merit further consideration and planning models for new careers for a group of people with characteristics similar to those we studied in San Francisco. Perhaps this kind of program should be entirely administered by the Department of Welfare, or by a separate agency, or changes could be made to modify the municipality's administrative structure so that it is better suited to deal with these problems. The question of compensation and the best ways to

deal with the insecurities and the very real problems these workers face in the financial arrangements should be re-examined.

There is one other policy question concerning the selection of personnel for the program that merits consideration, is it in the community's best interest to encourage mothers of school-age children to become new careerists? The requirements of the program, the recruitment and selection process and the system of compensation (as well as Department of Welfare regulations) all support exactly this kind of policy. There is no question that this sort of experience ought to be available to those women who want it. But encouraging it, by promising greater rewards to those who choose this course of action, is quite another thing. The case can be argued that in the longrun there is a greater value to the community in encouraging mothers of young children to stay at home and care for their families than in having them leave their homes.

Goals of the San Francisco Program - Confusion and Murkiness

It was quite evident in our discussions and in responses to the questionnaires that there is a good deal of disagreement and misunderstanding among all personnel as to what the goals of the New Careers Program are, i.e., what people perceived to be objectives to be attained by the program. In the questionnaires and discussions it was clear that personnel view the program as having one or more of the following goals: employment, employability, education, personal remediation, institutional change, and community action.* That is, staff members spoke about goals which would be achieved by many

---

* This part of our discussion was helped considerably by Youth-Work Programs: Problems of Planning and Operation; Melvin Herman and Stanley Sadofsky; Center for the Study of Unemployed Youth, Graduate School of Social Work, New York University, 1966. See particularly Chapter III, "Ojbectives of the Work Programs."

different kinds of program devices like on-the-job training, work experience, field work connected with academic training, job creation, or organizing low-income residents for community action. The entire range of goals was identified by members within each of the staff groups. However, each of the staff groups tended to select particular clusters of goals.

What were the actual goals of the new careers program? This was somewhat difficult to establish, as we shall note. However, there seems to have been an identifiable set of goals to begin with. We cannot discuss the reasons for the drift in program goals here. However, even the original goals were not articulated with clarity, and from the program's inception, not reenforced by the programmatic and administrative operations. For example, the class and title descriptions prepared for the California Employment Service by the Civil Service Commission are essentially job descriptions, while other documents give stress to the educational and learning aspects of the program.

The clarification of the original goals can be helped somewhat by discarding those goals which did not appear at the outset:

1. The goal was not that of an employment program in the sense of one which provides a well-defined and concrete job to the worker which he can count on indefinitely provided he performs well. Yet many of the new careerists were treated as though this was the case. They were given specific tasks to perform (much of it "busy work") from the moment they came to the agencies and they have, for the most part, continued to carry out these same tasks throughout their stay in the agencies. Many new careerists prefer this kind of program since it makes less demand on them to learn, and others because they find it reassuring to operate on the notion that they had a permanent job. Others resent the fact that they are not learning anything.

2. The goal was not that of a work-experience program, or an employment-readiness program. This kind of program is focussed on the social and psychological facets of the worker's behavior rather than on the particular content of the work experience. Yet, many of the supervisors functioned

with this kind of goal in mind. Many new careerists respond with great anger and antipathy to this kind of approach since they feel they are being "psyched out" by the supervisor, or treated as clients rather than as colleagues. The goal of the program was not to change individuals' personality patterns. And yet there is evidence that some supervisors are attempting to do this.

3. Finally, the goal of the program was not to create a device for institutional change. Many new careerists and some supervisors and administrators make this the foremost goal, whereby they see the mission of the new careerists to be "to organize the community," to change the agency by "telling it like it is," and "getting down to the nitty gritty." While the introduction of new careerists into the program may have significant consequences for the agency that will result in changes, that was not originally conceived to be the major function of the new careerists and the program was not organized to achieve this. When it is not planned for, this particular goal orientation can be exceedingly disruptive since it tends to encourage the devisiveness which already exists between groups of staff.

As for what the goals <u>are</u>, the program, as originally conceived, was an educational program which used the municipality to provide field work experience for the trainees. The goal was to provide the new careerist with sufficient academic training and field work experience to enable him to qualify <u>at some later point</u> for certain types of work. With this kind of goal, the work in the agencies should be organized around specific tasks to be learned, with specific methods and means for teaching the students, and clear-cut means for measuring the extent to which the student has learned. This is quite different from evaluating the new careerist as a worker, which is what many supervisors do, or from focussing on the behavior patterns of new careerists. It is also very different from utilizing the new careerist as an instrument of social change. As a "change agent" much of the burden for defining the work situation is left to the new careerist, since, in a sense, with that kind of goal <u>he</u> is the expert. There are, of course, programs

for which these other goals would be quite appropriate. But in this program there was the implied promise that the new careerist would learn something useful from both his academic and field work experiences which he could then use to qualify himself for a position. A permanent position was not promised to the individual; rather, he was only offered an opportunity for learning. With these goals and promises certain requirements, procedures, and methods of training must follow.

The differences in perceptions of the goals of the program which we found among the respondents have far-reaching consequences. First, each of these different kinds of program goals is better suited to meeting the needs of certain types of workers than of others. For example, a work experience program is better suited to the chronically unemployed, undereducated adult who has social and psychological problems which may interfere in performing <u>any</u> job. On-the-job training is a program design that is useful to the employable adult who may have difficulty negotiating a <u>specific</u> work setting. It is not surprising, then, that with this array of goals many new careerists, supervisors and administrators felt that the program did not meet their expectations since their expectations varied and wandered all over the spectrum. Looseness of goals encourages each person to develop his particular expectations; all are equally free to indulge their own particular fancies about goals of the program. As a result, no one is exactly sure about who it is that should be recruited and selected for the program, and what it is he should be experiencing. Everyone is free to build his own set of hopes and dreams -- many of which are foreordained to be unfulfilled.

This was very well demonstrated in responses to questions about

what kind of job the new careerists were doing. Whether staff members said that the new careerists are doing a "poor," "fair" or "good" job, they had different reasons for saying so -- the performance was "good" or "bad" based on a very broad range of ideas; which, in turn, varied from supervisor to supervisor since there were no agreed common new career program goals! Judgments were based on the quality of their work, the relief they give to professionals, the connection they provided between agency and client, and the changes the program has brought about in agencies. How well or how poorly the new careerists learned was least frequently used basis by supervisors and administrators evaluated the program. But this was the basis on which the largest proportion of the new careerists made their judgments about the program's value. That is, 61% of new careerists either rated the academic training, knowledge, and experience acquired in the program as their greatest asset, or mentioned it as the departments' most valuable contribution to them.

The new careerists were left confused about what they expected. For example, the comment: "The supervisor does not accept new concepts of handling cases," implies that the new careerist sees herself in the role of a "change agent" who is there to bring about change in the agnecy's way of doing things. Another new careerist said, "I want to get assignments on my own, not handle someone else's cases," which suggests that she sees this as an employment program where she wants to show she can really do the job.

Another consequence of this confusion in goal-selection is that each of the kinds of program goals mentioned will result in quite different programs. Different kinds of programs require different skills, resources,

and administrative planning on the agency end of it and many of these skills and resources may not be present in the agency. For example, a field work experience requires a specification of the skills and knowledge the student is to use in his work, specific means for teaching him the skills and some means of measuring whether he has learned or mastered the skills. Academic training and field supervision are central to this kind of program. A New Careers Program Guideline, prepared by the Coordinator in the School Aide Training Program provided specific details of such tasks, learning requirements and measurements.

On the other hand, the major concern of an employment program is only the question: "Can the worker do the job?" This job must be clearly defined to begin with and there should be some matching of the worker's skills and abilities to the job to be done. Evaluation of "job performance" should begin very early. Academic training and field supervision are of secondary importance in this kind of program since if the worker can perform well they aren't needed.

With the diversity of goals present in the San Francisco program it was impossible to have any meaningful base against which the various personnel--new careerists, supervisors, and administrators--could evaluate their experiences with the program. Nobody knows if the new careerists were evaluated as WORKERS (how well they did an existing job?); or as LEARNERS (do they learn the task?); or as CLIENTS (do they undergo a personal transformation?); or as CHANGE AGENTS (do they change the agency or community?) Each of these goals obviously requires different tools for measurement of effectiveness. It is also essential that no matter what gauge or set of goals is chosen, the rating supervisors must all rate from the same, uniform goal-base!

The breadth of the goals pursued in the San Francisco program made it difficult to specify and organize a coherent system of program means. In the absence of the resources that are needed to carry out the objectives (real and imagined) of the program -- and resources are limited as we shall indicate below -- this diversity and vagueness of goals encouraged a drift toward an employment program unfortunately, it became an employment program which used "busy work" as its major operating function. This seems to be the case in many instances. And it is, of course, easier to provide immediate and concrete work for the new careerists in some settings than in others. Education, for example, is a much easier setting in which to put the new careerist to work immediately than Social Service.

Administration and Supervision

We found that both the departmental and the city-wide administrative organizations lacked clarity about the program and their supervisory functions. Part of this problem has already been illustrated in the discussion of goal-selection which is essentially an administrative problem. A very elementary and pragmatic test of the quality of the departmental administrative organization in regard to this program was to ask each of the staff groups in the city departments in which the program operated whether they had a written statement about the program. One would expect that with sound administration of a new and innovative program there would have been an easily available, written statement about the program which would explain the program's intent, goals, organization, requirements, etc. None of the four staff groups knew of any such statement available to them. There may have been such statements. But, the important point is that none of these workers had this kind of information for ready use in their practice.

Quite obviously, with a new and complex program this deficiency leaves staff free to operate as it chooses or to feel that there is no direction or framework within which to function. While both consequences occurred in San Francisco, the latter was more common. New careerists and supervisors felt that administrators did not care about the program, that there was a lack of commitment, that things were disorganized, or that the goals of the program were undermined.

Of course, it well may be that all of these feelings of the workers are based upon real intents of administration. It would be quite difficult to determine from this brief study whether only the lack of administrative clarity is cause or effect. It should be noted, though, that the administrators were the ones most likely to point to administrative lack of clarity and role confusion as a problem -- 45% of them saw this as the supervisors' biggest problem as well as new careerists' biggest problem. And 61% of administrators saw this as the most important task to deal with in training the supervisors. Whatever the case may be these administrative deficiencies had a fundamental and telling effect upon the program.

Although the questionnaires did not identify the departments in which the respondents work, it was apparent in the discussions that there was variation in this reaction among departments. While all worker groups expressed some dissatisfaction with administration, the staff group that was most positive in their feelings about the administration's direction and support for the program had the smallest group of new careerists, the clearest delineation of tasks and the strongest administrative commitment to utilizing the new careers program to bring about change in the agency. Conversely, negative feeling appeared to increase as numbers of new careerists increased,

and as the tasks of new careerists were less clearly defined. Administrative commitment appeared to be less firm and positive in these cases, a not unexpected combination of responses.

All of the staff groups expressed dissatisfaction with the city-wide administrative organization. Many supervisors and administrators felt that lines of authority among the Civil Service Commission and other agencies and departments were not clear and that they were not sure about where responsibility for different functions was lodged. Also, they felt that departmental administrative and supervisory staff had not been properly included in the processes of planning for the program.

New careerists too, expressed dissatisfaction with administration. Many felt that they had been given promises by Civil Service at the point of employment which were not fulfilled by the agencies. Difficult and time consuming procedures for collecting money for child care and other expenses which often resulted in long delays, was a particular source of irritation and frustration.

A very large proportion of the supervisors reported that while they had undertaken their assignments in work with new careerists enthusiastically and seriously, no provision was made by central administration that gave them the extra time and resources to do so. Eighty-three percent of the supervisors mentioned this in their responses to questions. As a result, many felt that they were not able to fulfill the goal of teaching the new careerists the kinds of things they should know to carry out their assignments properly. The consequent resentment which supervisors felt about this was fatal to the program. New careerists too, felt the impact of this. Some of them placed the blame on the supervisors, feeling that the supervisors did not want to

teach them, that they were ungiving of themselves and that the supervisors thought of them as second class citizens. Others felt that the agency was at fault, that the supervisors tried very hard to give the new careerists what they needed but that the agency did not care sufficiently about them or the program, or intentionally wanted to see it fail.

Quite a large number of supervisors felt that they lacked the skills they needed to properly teach the new careerists and asked for specific help in understanding low-income people, or learning about methods of training and supervision which they could use. One other deficiency that was expressed by many of the supervisors was the gap that existed between what happens in the academic training of the new careerists and what happens on the job. Some of the supervisors felt that they had not received sufficient information and orientation about the academic training, others that the training was not well enough integrated with the job experience, and some supervisors voiced the feeling that the quality of the training was not good. For example, some said that the teachers gave all the students the same grades and did not seem to exercise any discrimination in grading students' performances or assessing students' learning needs.

Lessons from San Francisco

We have discussed some of the ways in which the characteristics of personnel, the goals of program and the administrative authority and organization of the program appear to affect the perceptions which different groups of personnel have in using a municipality as a model for new careers. These are, of course, rather complicated and dynamic sets of factors and we have only touched on some of the more dramatic evidences of their impact. Criteria for selection and recruitment of personnel must be guided by goals;

and conversely, program goals must be based upon the carefully identified needs of target groups. Both of these sets of factors must be carefully weighed -- and kept under control -- so that a systematic plan can be developed to provide the necessary administrative structures, supports and services which they require. Finally, unless these factors are dealt with systematically, it will not be possible to build in self-correcting devices for quality control of programs or to evaluate program outcomes.

APPENDIX

TABLE I

SAN FRANCISCO NEW CAREERS PROGRAM

AGE, SEX, AND RACE OF NEW CAREERISTS, SUPERVISORS, AND ADMINISTRATORS

(In Percentages)

		New Careerists (n - 41)	Supervisors (n - 58)	Administrators (n - 18)
Age:	21--30 yrs.	54	31	5.5
	30-40 yrs.	36	36	39
	40 plus yrs.	10	31	55.5
	No Response	—	2	—
		100%	100%	100%
Sex:	Male	2	38	39
	Female	98	62	61
		100%	100%	100%
Race:	Caucasian	5	78	67
	Black	81	7	5.5
	Oriental	5	3	11
	Mexican-American	7	2	5.5
	Other	2	-	-
	No response	—	10	11
		100%	100%	100%

TABLE II

COMPARISONS BETWEEN RESPONDENTS TO QUESTIONNAIRE

AND THE TOTAL WORK FORCE IN SAN FRANCISCO NEW CAREERS PROGRAM

(In Percentages)

		NEW CAREERISTS		SUPERVISORS & ADMINISTRATORS*	
		Questionnaire Respondents (n - 41)	Total in Work Force (n - 86)	Questionnaire Respondents (n - 76)	Total in Work Force (n - 102)
Age:	21-30 yrs.	54	57	25	13
	30-40 yrs.	36	34	37	50
	40 plus yrs.	10	9	37	37
	No Response	—	—	—	—
		100%	100%	100%	100%
Sex:	Male	2	20	38	32
	Female	98	80	62	68
		100%	100%	100%	100%
Race:	Caucasian	5	1	75	82
	Black	81	78	7	11
	Oriental	5	7	5	5
	Mexican-American	7	10.5	3	2
	Other	2	3.5	-	-
	No Response	-	-	10	-
		100%	100%	100%	100%

* Figures for supervisors and administrators were combined in the records on the distribution of the questionnaire.

CHRONOLOGICAL HIGHLIGHTS OF MAIN EVENTS DURING THE COURSE OF THE PROJECT

MUNICIPALITIES AS A MODEL FOR NEW CAREERS
and
REDIRECTION OF VOCATIONAL-TECHNICAL EDUCATION

CHRONOLOGICAL HIGHLIGHTS

During the First Quarter the most important accomplishments found the Project Director as chairman of the work panel group "Housing and Environmental Careers/ Local Government" at the HEW/Labor sponsored Institute on New Careers, March 4-6, 1968, at Airlie House, Va. The Institute co-sponsored a regional training conference "Workshops on New Careers and Model Cities," HUD Region VI, February 5, 1968. The Institute was instrumental in placing on the agenda a one day panel discussion "Subprofessionals and New Careers in Local Government Service," statewide meeting, American Society for Public Administration, Los Angeles, February 2nd, 1968. The Project Director was chairman of the panel discusion.

Meetings were held with eight task forces during the months of April and May, 1968. The meetings assessed the role of new careers and junior colleges in improving the quality and quantity of manpower in various local government occupations. Each of the task force meetings involved a discussion of the following points:

1. The design and objectives of the Institute project.

2. A review of labor statistics to depict the growth and supply and demand problems in local and state government.

3. The basic elements of the new careers concept.

4. A delineation of what the subprofessional and nonprofessional can do in an organization.

5. Obstacles which impede the processes of change required to implement the new careers concept.

6. Actual experiments and applications of the new careers concept.

7. A "model building" session where the task forces defined the types of municipal activities and positions in which subprofessional local government junior college curriculum might be applicable.

The Institute arranged for a two-day workshop (July 10 and 11) to discuss methods of analyzing jobs which can lead to the creation of new careers positions. The workshop was conducted by Dr. Sidney A. Fine of the W. E. Upjohn Institute for Employment Research, an expert in the field of functional job analysis, consultant to the project. Invitations were sent to city personnel directors and new careers' specialists.

The Project Director, Randy H. Hamilton, accompanied by Les White, Senior Research Associate, appeared before the Civil Service Board of the City of Oakland at the Board's invitation, following an official request from the Mayor of the project's "pilot city," to discuss the project and specifically the development of new careers and subprofessional positions and corollary training and education programs. The way was thus prepared to move into subsequent phases of the project per project outline and design.

The Project Director suggested and arranged for the panel entitled "New Careers and Intergovernmental Cooperation" which was part of the annual Southern California Institute on Government program held June 12 and 13, 1968 at San Fernando Valley State College. The Chairman of this seminar session was a member of the project's Personnel Task Force.

The Senior Research Associate made a presentation to the San Gabriel Valley City Managers' Association on June 5 1968, regarding the Institute's project.

The Senior Research Associate met with representatives of the Peace Officers' Standards and Training Commission (P.O.S.T.), the International Conference of Building Officials, New Careers Development Corporation, and the U.S. Civil Service Commission to discuss the new careers concept, methods of job analysis, junior college curriculum for local goverrment, and to gather information regarding local and federal new careers programs which are now in the planning and execution stages.

The Project Director addressed the Third Annual Institute on Local Government, Chico State College, June 4, 1968, expressing the "Local Government Viewpoint," with the day's session devoted to Meeting Public Service Needs of the Future, which heavily stressed subprofessional possibilities in municipalities.

The Project Director chaired a one-day personnel seminar sponsored by the Municipal Management Assistants of Northern California, on "Motivating Employees Toward Exceptional Performance," in Daly City on June 14th, 1928, which included workshop sessions on new careers and subprofessional concepts.

The Institute sponsored a two-day workshop for local and state government officials (July 10 and 11, 1968) to discuss methods of analyzing jobs which can lead to the systematic arrangement of tasks to provide for optimum utilization of human resources starting with New Careers positions. The workshop was conducted by an expert in the field of manpower research, Dr. Sidney A. Fine of the W. E. Upjohn Institute. The techniques derives from this workshop have been employed in varying degrees in the cities of Oakland and Berkeley. A copy of the minutes from the workshop is along with a list of the various agencies and cities that participated in the workshop.

As a part of the continuing cooperation with the "pilot city," the Institute prepared a report entitled "Minority Employment Skills Survey" for the Port Authority of Oakland assessing their minority employment conditions. (Exhibit II) This was the first phase of a study to assist the Port Authority in developing New Careers and appropriate educational programs to move disadvantaged people into professional and subprofessional white collar positions. The survey entailed interviewing over 90% of the minority employees in the Port, analyzing individual personnel files and reviewing the selection and recruitment practices of the Port Authority. Subsequent surveys involved analyzing existing job structures and various approaches and programs available for upgrading existing minority port employees. The Port Authority's involvement in this effort was strictly a do-it-yourself approach, and not a part of a federally sponsored New Careers program. Their

interest and desire however was sparked by the Institute for Local Self Government in cooperation with the Civil Service Department of Oakland. Messrs. Randy H. Hamilton and Les White spoke to department heads of the Port Authority on July 2, 1968, and outlined the potentialities of the Port moving in the direction of innovative personnel and educational programs for existing employees.

Research instruments developed by the Institute for Local Self Government and approved by the Office of Education were mailed out to 42 individual task force members to gather detailed information on occupational tasks and curriculum needs as seen through the eyes of various categories of municipal employees sampled. Over 30 cities participated in the completion of the questionnaire through the task force members. This data was used by Personnel Directors during a recent workshop to assist in the development of general career ladders.

To prepare general job descriptions starting with a New Careers type of entry level position and generally proceeding up to the highest sub-professional position and as a major step in the development of information for the community college system and the formulation of job descriptions to serve as guidelines in the establishment of New Careers positions, the Institute sponsored a three and one-half day workshop of leading Personnel Directors throughout the state on September 18th-21st, 1968. This involved delineating specific tasks within each job, the skills and knowledges required to perform those tasks, and the relationship of training and educational needs to community colleges as a primary resource for formal training and educational programs. The operations manual served as the initial guide for organizing the work of the Personnel Directors in the workshop. The provisions of the manual were chanted in several instances to accomodate the quantitative demands of the workload of the session. The Department of Education Consultant for Public Service Occupations, Mrs. Mary DeNure, California Community Colleges, attended the workshop and served as a resource person to assist the personnel directors in defining tasks and training needs for use by the community colleges.

As part of this project the Senior Research Associate brought together for the first time the Community College Technical Education Consultant and the Field Representative of the International Conference of Building Officials to discuss the development of Community College curriculum guidelines for Inspection Services at the state level. Subsequent meetings were held.

The Project Director made a major presentation to the Public Personnel Association (PPA) Seminar on training held in Palo Alto, California, July 25, 1968, on the role of subprofessionals and new careerists in the public service. During this Seminar the Project Director met with and urged Kenneth O. Warner, Executive Director of PPA to arrange for the inclusion of New Careers and other innovative personnel approaches for a special PPA Seminar. This suggestion was agreed to and the Seminar was held from March 9 to 12, 1969. This was the first such national meeting for professional personnel officers by their own professional organization.

The Project Director participated on a panel for the Northern California Municipal Assistant Association one day seminar on September 13, 1968. The subject of the panel was entitled "Preparing for the Managerial Role." The Project Director discussed the need to better develop and utilize human resources through New Careers programs and innovative use of the California Community College System.

The Project Director and Senior Research Associate inspired and assisted University of California Extension at Davis in preparing a one-day seminar entitled "New Careers and Community Colleges" and both will be participating in the program on October 1, 1968. This was the first such statewide meeting which directly involves the Community Colleges in New Careers, under the auspices of the University of California Extension.

An article was printed in the July issue of Western City Magazine.Along with other project information dissemination activities this insured the broadest possible coverage for this project and is in conformance to our project proposal. Western City Magazine is the official publication for cities in eleven western states.

The Senior Research Associate met with representatives of the League of California Cities and the State Department of Housing and Community Development to discuss the training needs of Inspection service personnel. The Senior Research Associate assisted the League of California Cities Building Regulations Committee by exploring the capacity of the Community Colleges to sponsor regional workshops for special technical training of Inspection personnel.

The Senior Research Associate in cooperation with the Planning Department of the League of California Cities organized a panel presentation to discuss the subject of Meeting Manpower Needs in Planning, primarily through the more effective use of subprofessionals. The Senior Research Associate discussed the role of the Institute's project and led a panel discussion of the Planning Directors who are members of the Planning Task Force. This workshop was attended by Planning Directors and Planning Commissioners from throughout the State of California, during the 70th Annual Conference of the League which is annually the second largest meeting of municipal officials in the United States. This activity conforms to our project proposal.

A series of preliminary task force meetings of leading professionals from major municipal government occupations identified those important subprofessional occupations where the development of new careers types of positions and community college curriculum would have the most potential for solving manpower shortages and opening up realistic areas of employment to people who normally would have been excluded from those jobs. Second, a two-day workshop in the use of functional job analysis developed a methodology for personnel directors to use in refining and preparing statements of tasks and duties for subprofessional positions. The methodology was distributed to operating personnel officers in select communities throughout the state. The workshop revealed that a clear statement of tasks can yield many interesting benefits to municipalities as a model for new careers. For example, (1) tasks can be evaluated in terms of their complexity and assigned to various levels of jobs within a classification system. (2) tasks can serve as the basis for developing performance criteria to measure how well an

employee performs his work. (3) a statement of actual job tasks can indicate the level of educational attainment necessary to work at a certain level. (4) tasks stated in behavioral terms, that is, what must be learned to perform given sets of tasks (knowledges and skills), can serve as a basis for developing training and education programs. Third, a three-day personnel workshop consisting of leading personnel directors from the Personnel Task Force was convened to develop statements of duties and tasks. Based on the information from meetings of professionals and the functional job analysis workshop, the personnel directors were able to properly arrange tasks into meaningful career ladders. The task forces of professionals met again in November to provide a final review of the statements of duties and tasks. In conjunction with practitioners in particular occupational fields and educational specialists, these will serve as the basis for revising existing and developing new community college curriculum which is supposed to follow as the next major step in Phase II of the project.

As an outgrowth of the effort of the Institute's project, the California Community Colleges, State Department of Education, established a Statewide Advisory Committee to develop community college curriculum guidelines in Building Inspection. Because of the work which the Institute did with leading municipal building officials and its successful efforts to bring the International Conference of Building Officials (ICBO) and community college representatives together, the Senior Research Associate participated on this Advisory Committee. The first meeting was held on January 15, 1969.

At the request of the Program Chairman of the Planning Department of the League of California Cities, the Senior Research Associate set up and participated in a workshop entitled "Meeting Manpower Needs for Planning" for the 70th Annual League of California Cities conference held in Los Angeles on October 15, 1968. The panel consisted primarily of planning directors who have been active in the Planning Task Force of the project. Attending the conference were leading planning directors and planning commissioners from throughout the state.

The Project Director, at the request of DCVER,

made a major presentation at the Annual Conference of the American Vocational Association on December 10, 1968, on the subject of New Careers. The specific subject of the speech was "Municipalities as a Model for New Careers and Redirection of Vocational-Technical Education Programs."

On October 1, 1968, the Project Director and the Senior Research Associate participated in a program sponsored by the University of California Extension at Davis, California. The subject of the conference was "New Careers and the Community College." The Institute assisted in the planning of this first statewide meeting of its kind which directly involved community colleges in the new careers concept. The Project Director was the keynote speaker at the one-day conference and the Senior Research Associate served as a workshop leader.

The Institute, in fulfillment of project proposal terms to publish in professional journals read by operating officials, prepared a brief article for the Municipal Finance Newsletter regarding the development of Community College curriculum and new career opportunities in the area of government accounting. This article appeared in the December 1, 1968 issue and has stimulated inquiries regarding the project from throughout the nation.

At the request of the Institute for Local Self Government, Mr. Douglas Ogden, Director of Finance, City of Anaheim, and a member of the Finance Task Force, made a presentation at the Business Education Conference, sponsored by the California Community Colleges on November 7, 1968. The title of his presentation was "New Concepts in Local Government Employment."

The Senior Research Associate attended a California Youth Authority meeting on October 21, 1968, in Sacramento to explain and illustrate the possibilities of building Recreation career ladders and related community college curriculum. Also attending the meeting was the Public Service Education Consultant from the California Community Colleges, State Department of Education.

The Project Director attended the annual meeting of the California Junior College Association held in Anaheim, California, October 30th through November 2nd, 1968, and made a presentation to the Statewide Curriculum Committee on alternative strategies available to redesign and reconstruct subprofessional positions and the appropriate

adaptation of Mid-Management Community College Curriculum to such subprofessional positions in government.

As a result of the Institute's work with the Civil Service Board of Oakland, the Institute received a letter commending its staff for providing a meaningful pioneering "Minority Employee Skill Survey" which has catalyzed further efforts to develop new careers and training programs in the City of Oakland Port Authority.

As a direct result of the efforts of the Project Director, the Public Personnel Association (PPA), the leading professional national association of governmental personnel officers has developed a special national seminar entitled "Adapting Personnel Programs to Social and Economic Change." This was held on March 9th to 12th, 1969, in Chicago, Illinois. Some of the subjects included on the agenda were the "Opening-up of Employment Opportunities to the Disadvantaged" and "New Careers" programs. This national conference fulfills project goals which indicated that the Institute for Local Self Government was in a unique position to bring about such activities.

As an outgrowth of the Institute's project, the Senior Research Associate participated as a member of an Advisory Committee to the State Personnel Board Training Division for the purpose of ensuring the adaptation of state training concepts and programs to the local government level.

The Senior Research Associate attended a meeting on December 20, 1968, of Community College representatives, the California Community Colleges Public Service Education Consultant and a representative of the State Personnel Board, to discuss the development of mid-management government curriculum which can meet the needs of local, state, and federal government.

The Institute, through its task forces developed general curriculum guidelines which have now been personally submitted along with analyses of duties and tasks of positions arranged in career ladders to the Chancellor of the California Community Colleges. The various inputs into the curriculum suggestions included the following: (1) Analysis of duties and tasks to define needed skills and knowledges for performing at various job levels in a career ladder. This was done by professionals with the

assistance of education consultants from the Community College Office in Sacramento. (2) Analysis of summaries of related curriculum offerings which existed on a scattered basis in a few community colleges already. This insured that feasible programs would be acknowledged and be built into any suggestions by the task forces. (3) Review of information collected from a survey of selected California cities for the purpose of extricating suggestions from employees at different job levels regarding training and education as they exist within the framework of the operational realities of local government.

After the California Community Colleges completed the review of the publication, it was forwarded to the Office of Education for its comments and review, prior to actual publication.

The Institute, through its task forces developed general curriculum guidelines which have now been personally submitted along with analyses of duties and tasks of positions arranged in career ladders to the Chancellor of the California Community Colleges. The various inputs into the curriculum suggestions included the following: (1) Analysis of duties and tasks to define needed skills and knowledges for performing at various job levels in a career ladder. This was done by professionals with the assistance of education consultants from the Community College Office in Sacramento. (2) Analysis of summaries of related curriculum offerings which existed on a scattered basis in a few community colleges already. This insured that feasible programs would be acknowledged and be built into any suggestions by the task forces. (3) Review of information collected from a survey of selected California cities for the purpose of extricating suggestions from employees at different job levels regarding training and education as they exist within the framework of the operational realities of local government.

After the California Community Colleges completed the review of the publication, it was forwarded to the Office of Education for its comments and review, prior to actual publication.

The Institute worked closely with the California Community Colleges and the state legislature in the promulgation of

legislation and policies which will place proper emphasis on New Careers concepts in vocational education plans for the state, particularly in the area of public service occupations.

The Institute was also used as a resource during the preparation of the proposed "New Careers in Education Act," introduced into the Assembly by the Speaker of the Assembly, Robert T. Monagan.

Institute professional staff participated in the first meeting of the California Advisory Committee on Building Inspection which was held on January 15, 1969. As a result of the meeting, the Institute's Senior Research Associate was requested to assist the subcommittee selected for developing a community college publication in the inspection services occupations.

The Institute's professional staff maintained liaison with a number of community colleges to assist in the development of public service education programs. Written and oral communications were extensive with numerous community colleges and field visits were made for example, to the following schools:

1. Contra Costa Community College - Attended Public Service Advisory Committee meeting and made recommendations on Public Administration Curriculum. Prepared questionnaire for the college to administer to assess the"market" for community college trained subprofessionals and the provision of continuing education programs for current employees working for public agencies within Contra Costa College's normal service area.

2. Chabot College - The Project Director participated in a Public Administration Advisory Committee meeting which subsequently led to the development by the Institute of a Public Administration curriculum.

3. Fresno City College - Attended a meeting of the Public Administration Advisory Committee held on March 21, 1969, to offer suggestions in terms of what their program in Public Administration should include.

4. Diablo Valley College - Assisted the Director of Vocational Education in structuring an initial Advisory Committee in Public Service Education for the purpose

of evaluating what potential public service occupations might be served by the college. Unlike many colleges which immediately structured specific advisory committees based on a prior assumption that a demand for an educational program existed, Diablo Valley plans to have a broad based committee initially, prior to specific committees.

Institute professional staff served on the Advisory Committee assisting the Vocational Education Section, Department of Education, State of California, in the preparation of the "Research and Training" component of the State Plan required by PL 90-576. Institute staff was instrumental in gaining major consideration to New Careers in the State Plan, more so than any other single component of the Research and Training segment of it.

The Project Director participated in the 17th Annual Conference of the Arizona City Managers' Association on February 13 and 14, 1969, and discussed existing manpower conditions and projections and creative personnel practices such as New Careers.

The Project Director participated in a seminar sponsored by the Center for Management Development, University of Missouri, on February 5, 1969. During the seminar considerable time was devoted to discussing innovations in local government, notably, the potentiality of New Careers concepts in local government.

The Senior Research Associate participated in the Intergovernmental Training Advisory Committee meeting on January 17, 1969 to assist the State in developing an "Initial Intergovernment Training Effort" in California.

Besides participating in the development of initial training programs for local, county, and state government officials, the Senior Research Associate represented the role of the community colleges in continuing education efforts vis-a-vis the Office of Education Project.

The Institute participated with the State of California in the development of a project proposal to use the State as a model for New Careers patterned after the Institute's project which used municipalities. Continuous working relationships were maintained with the Careers Opportunities

Branch of the State Personnel Board to facilitate the interchange of information regarding New Careers and Curriculum for Public Service occpuations.

At the suggestion of the Project Director, the subject "Merit Systems and Recruiting the Poor" was on the agenda for discussion at the 1969 National Conference on Public Administration, sponsored by the American Society for Public Administration in Miami, Tuesday, May 20.

Research materials prepared by the Institute regarding Career Ladders and Curriculum Guidelines were used extensively by the Consultant in Public Service Occupational Programs in developing Vocational Education Guidelines for 89 community colleges in California.

The Institute was involved in reviewing the comments of the California Community Colleges of the publication which illustrated the role which the community college can play in providing in-service training and pre-service education for a number of municipal government occupations.

The Institute completed a publication depicting the involvement of several community colleges in public service education programs with particular emphasis on New Careers types of programs.

The Institute professional staff worked with community college officials and local government building inspection staff to develop statewide guidelines for community college course offerings in the field of building inspection. Meetings were held on January 15, April 2, and May 14, 1969 with the committee agreeing upon the content of a publication which was later prepared, jointly, by the California Community Colleges, The International Conference of Building Officials and the Institute for Local Self Government.

On June 11, 1969, the Institute convened a one day workshop of the Personnel Task Force to discuss methods by which cities could use training and education programs established by the community colleges. They also discussed and suggested certain approaches which cities might encourage to actually implement these programs. Their suggested implementation tactics as well as others will be used in the final publication to illustrate what community colleges and cities need to do to develop an effective working relationship.

As a result of the meeting with the Office of Education staff on May 16, 1969, the Institute developed role playing situations to supplement already developed curriculum guidelines to provide innovative approaches to the training and education of public servants. This was supplemented by the work of personnel specialists who are also developing job descriptions in something other than the typical format.

The Institute planned a workshop of leading recreation practitioners and educators to discuss the role of recreation in alleviating urban problems and in training and educating technicians and professionals in a manner more relevant to today's urban crisis. This meeting served as a useful mechanism to review some of the work by the Institute and community colleges in the development of New Career opportunities and curriculum guidelines.

The Institute has assisted the California Community Colleges in their Library Technician State Advisory Committee meetings in terms of providing information pertaining to curriculum guidelines and job descriptions in career ladder form. These meetings resulted in a publication illustrating how to develop Library Technicians programs in the community colleges.

Institute staff participated in the 1969 Annual Conference Program of the College Federal Council for Southern California in Los Angeles. The Institute also provided informational materials to the workshop entitled, "Meeting Vocational Needs through College 'New Careers' program."

The Institute assisted Diably Valley College in establishing a public service advisory committee for the purpose of determining the need for establishing public service education programs in their college. The Senior Research Associate is now serving as a regular member of this advisory committee.

The Project Director advised the program committee of the thirty-eighth Western Regional Conference of the Public Personnel Association regarding New Careers concepts and actively participated in their conference which was held April 8-11, 1969 in Phoenix, Arizona.

The Senior Research Associate met with the Contra Costa City-County Planners Association on May 22, 1969 to discuss the development of subprofessional positions and related community college curriculum in planning occupations. Information pertaining to a subprofessional planning career ladder was distributed. The planners in attendance decided to establish a follow-up committee which would discuss the value of developing to encourage the employment of subprofessional planners and how such programs could be implemented.

The Institute, through the League of California Cities, arranged for liaison committees to be established in a number of areas with the purpose of developing an initial dialogue between city managers and community college officials. This provided for subsequent development of training and education programs fitted to the particular needs of local government. Additionally, it served as a logical point of access for providing information regarding public service education programs which are being developed by the Institute. Several city managers agreed to participate in the liaison committee-pilot program.

Institute staff met with the Office of Education Project Director in Berkeley on June 10, 1969, to discuss various elements of the study and to obtain ideas and suggestions for the final publication of study findings in the latter part of the year.

The Project Director set up a panel session at the 1969 National Conference on Public Administration, held in Miami Beach, Florida on May 19-21, 1969. The conference was sponsored by the American Society for Public Administration. The Project Director also served as a member of the panel which dealt with the subject of "Merit Systems and Recruiting the Poor."

The Institute for Local Self Government in cooperation with the League of California Cities and the Municipal Management Assistants of Northern California arranged for the joint distribution of the Institute's final publication which emanated from the Office of Education study in conjunction with a career manual which has been prepared by the two groups mentioned above.

The Institute worked with the California Community Colleges' office to produce a meaningful publication which

will relate to community college and government officials alike, the potential role and capacity of the community college to serve government agencies as a resource for continuing education for existing personnel and a recruitment source for new subprofessional and technical personnel. The Institute also assisted the Community College office in developing special brochures and publications which illustrate job ladders and curriculum guidelines in specific occupational fields.

The Institute prepared a major publication (Community College Programs for Public Service Occupations) of the findings from the research and allied field activities of the subject project. This publication includes background and justification for the use of community colleges as a prime resource for public service education; and, detailed information for major local government occupations, such as, job specifications with New Careers entry level positions as well as technical positions for which the community college can provide the necessary training and education component, community college curriculum guidelines which are related to the job specifications, and role playing guidelines which can provide a supplemental education technique.

Drafts of the publication were reviewed by the Office of Education and corrections and additions have been made. Printing of the publication was completed in October, 1969. Distribution of the publication in California was accomplished in cooperation with the League of California Cities, which prepared a companion publication on careers in local government. The Institute arranged for national distribution of this publication, as well as an earlier publication entitled, Some Who Dared, through the American Association of Junior Colleges.

The Institute worked with community college officials and members of a statewide advisory committee to develop a publication entitled Building and Construction Education in the Community College. This publication was distributed in cooperation with the California Community Colleges in California and the International Conference of Building Officials (the major professional organization of building inspectors) on a national basis.

The Institute staff worked closely with professional organizations to induce changes in staffing patterns which

would encourage the development of New Careers positions with the community college used as a prime education resource. For example, in the field of recreation, the Institute sponsored a workshop of leading recreators to discuss new and emerging roles in recreation with particular emphasis on the development of new types of jobs and curriculum. Institute staff also prepared materials for a publication by San Jose State College entitled Recreation and the Disadvantaged. Institute staff attended the Western Regional Recreation Leadership Conference held at American River College in Sacramento, California on September 26, 1969, to serve as a resource for the California Community Colleges regarding the subject of New Careers and Community College Programs.

The Institute in cooperation with the California Community Colleges prepared a brochure entitled Public Service Occupations - A New Concept in Vocational Education. This publication is intended to introduce the subject of public service occupations to community college students as potential areas of future employment.

Institute staff attended a meeting at Pasadena City College to assist in the development of a Government Assistant Program. The idea of this program is to incorporate the best features of the New Careers program with the actual manpower needs of public agencies in the area to satisfy the demand for new types of technical employees in general government services.

The Institute worked with committees of city managers in six different community college districts of the state as part of a pilot program to encourage the full and effective utilization of community college resources in in-service training programs for local government employees. Of course, information previously developed by the Institute, such as the publication Some Who Dared served as a valuable input to these meetings.

Institute staff attended a meeting of the National Committee Against Discrimination in Housing and provided ideas and suggestions regarding the use of New Careers programs in this vital area.

The Institute staff met with operating officials in the Port Authority of Oakland and suggested various methods and techniques in which they could implement New Careers programs. Specific job descriptions were suggested as

well as methodology for implementation of this program. Specific meetings were held with professional staff in the Engineering and Accounting Offices. As a result of Institute efforts, new jobs were formally prepared for the Port Authority.

The Institute prepared a special progress report for the Office of Education highlighting major activities which have occurred during the first 22 months of the project. This report set forth the impact on schools in altering existing patterns of education to incorporate public service curricula; it spelled out the impact on legislation and administrative regulations; and, it cited in detail progress made by numerous professional organizations with the assistance of the Institute in bringing full attention to bear on the subject of New Careers and redirection of vocational education programs for public service occupations.

The Institute distributed its publication entitled Building and Construction Education in the Community College through the California Community Colleges and the International Conference of Building Officials. A copy of the publication and a cover letter from the California Community Colleges office is
The League of California Cities requested and was granted permission to distribute approximately 500 copies to its full membership.

In accordance with new legislation, background information for which the Institute supplied to the State legislature and associations representing cities and counties, standardized training/education will be required for all water and sewage treatment plant operators in the State. The Institute met with relevant officials to discuss water quality and pollution control training curricula for the government employees, now required by law.

The Institute established and worked closely with nearly a dozen junior college liaison committees comprised of city managers to identify within a number of junior college districts the type of training and education needs which exist in local governments. During one quarter, Institute staff had nearly a dozen meetings with these committees to guide them in the preparation of inventories of in-service training needs. The committees developed these inventories

and proceeded to call in community college staff to relate their training needs to them and encourage the development of new courses.

The Institute provided technical assistance and served on the Advisory Committee to the League of California Cities in the preparation of its publication Careers in California Cities. This publication together with the Institute's publication Community College Programs for Public Service Occupations was distributed as a package to all of the high schools in the state, all of the junior colleges, all of the 4 year institutions and approximately 1,500 vocational guidance counsellors, during February,1970.

The Senior Research Associate made a major presentation to the northern California chapter of the Public Personnel Association on the subject of New Careers in Local Government, on November 19, 1969. The speech highlighted the role which PPA ought to take in developing career opportunities for the poor.

The Institute prepared a comprehensive mailing list for the distribution of its publication Community College Programs for Public Service Occupations to major professional organizations, community colleges, cities, (in California) Leagues of Cities throughout the nation, and to a comprehensive list of individuals and organizations who expressed an interest in this subject.

Institute staff provided technical assistance and publications to the National Civil Service League Conference on Employment of the Disadvantaged held on November 5 and 6 in San Francisco. The purpose of this conference was to develop strategy inputs for National Civil Service to revise its model civil service law and develop improved public personnel methods and techniques.

As a result of Institute activities, there was placed on the agenda for the City Managers of California at the annual conference of the League of California Cities, October 1, 1969, the subject of "New Careers." The Project Director spoke to over 300 managers on "New Careers in Local Government" at that meeting.

The Senior Research Associate served on a panel entitled "Restructuring Jobs for the Disadvantaged" at the Annual International City Management Conference on October 13,1969.

At the request of Mayor Maltester, President of the U. S. Conference of Mayors, the Project Director met with Mr. Juan Solomon, Manpower Coordinator, Mayor's Office, Indianapolis, Indiana, to explain New Careers concepts. The Institute provided materials and back-up information for installation of New Careers projects there.

The Project Director met with one of the pilot community colleges to discuss further implementation of public service curricula.

The Institute secured placement of a New Careers item on the agenda for the Annual Conference of the National Municipal League held in San Diego, California on December 1-5, 1969. The Project Director made a panel presentation on New Careers. 3,000 city officials from all over the U. S. attended the conference.

In October, 1969, the Project Director made a speech to the San Gabriel Valley Manager's monthly luncheon meeting on the subject of "Municipalities as a Model for New Careers and the Redirection of Vocational-Technical Education."

The Institute contacted the Wall Street Journal to generate a feature article on municipal manpower with New Careers as a potential solution. This led to an article which appeared on page 1 of their December 26, 1969 issue.

The Institute's brochure entitled A New Concept in Vocational Education which was printed for the California Community Colleges office received an excellent response. Apparently, it had a significant impact on students, instructors and counselors in opening the door to public service education concepts in the community college. Because of the great demand, the Institute agreed to publish another 500 copies.

The Institute in cooperation with the California Association for Public Administration Education, (an organization composed of approximately 150 professors of public administration throughout the state) had a panel session placed on the agenda during their annual meeting in 1970 to discuss "The Objectives and Contributions of the Community Colleges" in line with the general conference theme: "New Inputs Into Traditional Public Administration Ecucation."

The Institute assisted in the development of the program for the 1970 California Statewide Public Administration Conference and senior project staff served on two panels amplifying both the intergovernmental nature of new careers and its relevance as a manpower policy predictive index.

Institute consulted with junior colleges regarding implementation of proposed public service curricula leading to the AA degree. At least six junior colleges have instituted such programs as a direct result of Institute activities.

In cooperation with Chico State College, the Chancellor's Office of the California Community Colleges and the American Association of Junior Colleges: Institute staff organized, developed and delivered main luncheon address at "Education for Public Services, Northern California Workshop." This meeting devoted entirely to redirection of vocational-technical education programs was attended by community and senior college personnel from throughout Northern California. Institute publications formed the bulk of the background and discussion papers.

Institute provided technical assistance in connection with a proposed Workshop "New Career Programs -- A Time for Appraisal." This workshop was held in the summer of 1970 in cooperation with the School of Social Welfare and Continuing Education in Social Welfare, University of California at Berkeley; and, State Department of Mental Hygiene, Division of Local Programs. The purpose of the workshop was to analyze and describe key program problems in new careers activities as they are actually being encountered in the several programs within the sponsoring operating departments, as well as suggestions for curriculum development.

Institute arranged for a panel presentation at the annual California and Pacific Southwest Recreation and Park Conference. Institute senior staff served as a resource person for this panel which utilized as background material the information developed at the 1969 Institute-sponsored workshop on recreation, new careers and the core city.

As a result of Institute activities, "new careers in city halls" was placed on the agenda for the annual two-day conference of California City Managers in Newport Beach - February 26, 27, 1970.

Institute senior staff visited nearly 10 community colleges to discuss redirection of vocational-technical recreation during an extended field trip, February 9-13, 1970.

Institute senior staff appointed by Governor Reagan to serve on Advisory Council for the "Governor's Summer Youth Employment Program," which aims to employ as many young people as possible in cities and counties during the summer of 1970. Staff attended meetings, conferences, etcetera in connection with this program.

Along with the Dean of Instruction at Chabot Junior College and Dr. Lenard Grote of Diablo Valley College, Institute senior staff served on a panel "New Inputs into Old Public Administration Education," at the 1970 meeting of the California Association of Professors of Public Administration. Included in the discussion were notions of articulation between community colleges and institutions of higher education in redirection of vocational curriculum keyed to modern public service needs.

The Wall Street Journal published an article outlining new career concepts on December 26, 1969. This was a page one article, lead column of the newspaper and consequently about as good a "dissemination" vehicle as one could obtain.

The Institute assisted in the development of the program for the May 13-15, 1970 Statewide conference - "New Careers in Mental Health - A Time for Appraisal," along with other co-sponsors, the Community Mental Health Program of the University of California, Berkeley, School of Social Welfare; Continuing Education in Social Welfare and the Bureau of Mental Health Education (Division of Local Programs) and the California State Department of Mental Health. Senior Institute personnel delivered a major address. Institute publications on new careers were disseminated as part of the "registration package" to all participants.

In cooperation with Chico State College, Institute personnel assisted in preparation of its Fifth Annual Institute on Local Government, June 8-12, 1970. The theme was: "Race, Poverty and the Public Service." Senior Institute personnel conducted one half day of the program, concentrated on new careers in public employment and the redirection of college curricula.

In cooperation with the National Association of Counties, the Arizona Association of Counties, the County Supervisors Association of California, the Hawaii State Association of Counties and the Nevada Association of County Commissioners, Institute assisted in preparation of a "Conference on Federal Funding to Local Governments." Senior Institute personnel participated in the panel discussion on "Funding strategies..."

In cooperation with the League of California Cities, Institute personnel participated in its Institute for New Mayors and Councilmen and delivered one of the major addresses on "Federal-State-Local Relations," stressing New Career Programs.

Senior Institute personnel held a half-day seminar for the staff of the California State Personnel Board, Cooperative Personnel Service, Sacramento, May 25. This is one of the most influential and "key" groups to reach in furtherance of new careers concepts. The state's Cooperative Personnel Service performs more classification studies and revisions of personnel practices than any other entity in California. This seminar was part of the Institute's continuing relationships with that agency in disseminating information concerning the "model."

The Institute received a very favorable analysis and write-up in Urban Research News, published by Sage Publications. Emphasis was placed on the Office of Education project in its analysis of our operations.

In cooperation with the League of California Cities and the Planning Department of the League, senior Institute personnel participated in a panel discussion on "Social Issues and Planners." Over 300 planning commissioners and planning directors were in attendance while the Institute's career ladder and new careers concepts were explained following the items in previous Institute publications. Several dozen requests came to the Institute for its publications in this regard.

As part of its effort to re-direct personnel systems to include new careers concepts and public employment of the disadvantaged, the Institute worked with local government personnel agencies to embark on what we term "outreach recruitment activities," to the minority communities. For the first time, as a partial result of these activities, the City of

Los Angeles is now issuing its job announcements in Spanish as well as English.

In cooperation with the Chancellor's Office of the California Community Colleges, Institute personnel participated in the planning of its conference for Community College Presidents, Superintendents, Deans of Vocational Education and faculty in human services agency personnel in a May 6, 1970 Conference: "Human and Social Services - Support for Creative Programs." Senior Institute personnel participated in the conference and several consultants to the Institute who have worked closely with us over 2½ years made major presentations.

The Chancellor's Office of the California Community Colleges redistributed its report to the Deans of Vocational Education of the California Community Colleges (97). Extensive quotations from Institute reports are included in that report. It is noteworthy that the model career ladder distributed to the deans is the Institute's. Thus, the analytical processes will be based on the Institute's model and, indeed, it is reasonable to assume the entire career ladder efforts in the nation's largest system of community colleges, comprising approximately 12% of the total in the nation, will be based on the results of this project.

Partially as a result of the Institute's recognition as a leading source of new careers information and technical assistance to the educational institutions of California, particularly the community colleges, the Institute was asked to prepare the draft of an Assembly Concurrent Resolution for the California State Legislature which attempts to treat the paraprofessional vocational-technical education problem as a unified whole and offer directions and guidance for a major statewide effort in this area.

The Council of Governments Work Element, a new dimension to the project added in calendar year 1970 made substantial progress. More than a dozen members of the Association of Bay Area Governments cooperated with the new careers endeavors. The Association gave publicity and cooperation to the project. See especially, "Bay View News," membership of the ABAG advisory committee on job development in local government, the contents of the May 20, 1970 conclave held under Institute auspices for the committee and other interested officials, and the "Preliminary Model for ABAG's Job Development Project." This model was refined and finalized and formally adopted by the Council of Government (COG - ABAG).

Through the good offices of the Office of Education PIO, arrangements were completed for dissemination and descriptions of the project to be made through an article in American Education.

"New Careers." was included in the discussions of both the northern and southern California City Managers' Association annual one day meetings in June, 1970.

Institute staff worked as a member of the Steering Committee of the Governor's Advisory Council on Summer Youth Employment. Staff attended many meetings, conferences, etcetera to the end that more than half of the state's cities and counties are actively participating in the program currently underway. Institute represents "local government" on the steering committee.

"Payoffs" from the Institute's efforts became apparent. More than two dozen community colleges in California now have curricula leading to the A.A. degree in public service (variously titled). The Institute was instrumental in developing these redirections for vocational-technical education.

Dissemination of project information and publications was at an extraordinarily high rate. Requests came in for publications from throughout the world. These publications continue to provide the basic information for redirection of vocational-technical education reaching down, for example, into the high school level with resulting articulations with institutions of higher learning.

Institute staff provided assistance and advice to community colleges to make certain that their programs in new careers are related to the realities of local government operations. Pasadena City College, for example, has instituted programs for planning assistants, personnel assistants and park and recreation assistants based on models developed by the Institute. We cite this as only one of many examples of activities and accomplishments on this aspect of the program during the reporting period.

The Pasadena City College project differs from most other New Careers Projects in that it provides for the training of the supervisors as well as the New Careerists. Professional agency personnel are trained in the potential and techniques of utilizing subprofessionals in their agency's operation.

At Pasadena City College, 16 of the 64 units required for graduation may be obtained for work experience courses, i.e. one quarter of the course work for the A.A. degree may be completed on the job.

As the program was designed, new courses were developed, and agency supervisors attended sessions with the New Careerists. Training consisted of the following:

1. Periodic institutes (non-credit, on-the-job training for agency staff.)

2. Urban community development work-study credit classes for New Careerists.

In each category there was an opportjnity for joint participation of professionals and nonprofessionals.

THE CALIFORNIA PLAN which was funded through the Title VIII grant has been created by and is being coordinated through the State Coordinating Council for Higher Education. There are 13 projects in California and the total amount of the federal funding which they will receive will be $149,545.

The grant to Pasadena City College is for $9,500 of federal funds to be matched by $15,500 of local funds for a total of $25,000. Senior Institute personnel serves as Chairman of the California Title VIII Advisory Committee and is thus in a key position to meld programs and insure full resource utilization for New Careers programs and re-direction of vocational-technical education programs.

In cooperation with associations of cities and counties, senior Institute personnel pursued implementation of New Careers programs at various meetings, conferences and discussions of policy-making officials including: Federal Executive Institute meetings, Education and Training Task Force of California Council on Criminal Justice, City Managers of California One-day Meeting, Annual Conference of International City Managers Association, Meeting of Board of Directors of League of California Cities, Meeting with U. S. Civil Service Commission regional office looking toward development of cooperative New Careers programs, Title I committee (statewide member), Western American Assembly on the States and the Urban Crisis, Southern California Association of Governments (a COG), State Personnel Board (California Career Opportunities

Program), California Advisory Council on P blic Service Education and Training, etc.

Institute activities received a very favorable write-up in the form of a major article in the October, 1970 issue of American Education Magazine, "How to Catch a Dogcatcher," by Ron Moskowitz, education editor of the San Francisco Chronicle.

At the instigation of the COG Element Coordinator and with the full approval of the Executive Committee of the Association of Bay Area Governments, member cities and counties were invited to participate in the New Careers Task Force meeting held early this year. Consisting of personnel and human relations directors from the Bay Area, the group met to establish guidelines and make recommendations on how best to implement the program. They agreed that newly developing functions of local government hold the greatest promise, i.e. daycare centers or ecology projects, where traditional patterns have not had time to become imbedded in the system. By way of a survey of needs, the task force recommended that an explanatory letter be mailed to all ABAG members asking them to describe their future manpower needs and indicate if they might be able to utilize the New Careers assistance being offered by ABAG.

Having taken this suggestion, a little less than half the members responded: twenty affirmatively and twenty negatively. The COG Element Coordinator has visited with all twenty cities and counties that expressed an interest in the program - to determine common employment problems and solutions where they exist and define those that are unique and in need of technical assistance.

The County Work Element: The County Element of Phase III included:

1. Improvement of the manpower situation of county government. Providing a model program to allow needed improvement and expansion of service along with increased capacity to operate within the ever present budgetary constraints which exist.
2. Redirection of Vocational-Technical Education programs in community colleges. Tap the giant

resources of the community college system as a means for satisfying at least some of the need for training public service employees.

3. Provision of meaningful, socially useful career opportunities for the disadvantaged. Designing an alternative route of entry into the public service and concomitant educational programs which will provide for the professional growth and development of individuals who have previously been screened out by what have been referred to as "artificial qualification barriers."

From the earliest stages of this project, Institute staff worked closely with the County Supervisors Association of California (CSAC). Our methodology was based upon the contention that the most valid analyses are made by those individuals who are currently operating in the areas under study. For this reason, the County Supervisors Association of California and several of the groups under its auspices are intermittently engaged in various stages of the project.

Line personnel in the analyses of their jobs with Institute staff and CSAC formed task forces of professional county employees in seven areas of county government:

(1) deputy probation officer, (2) social worker, (3) administrative assistant, (4) public health nurse, (5) sanitarian, (6) traffic engineer, (7) mental health services.

The members of the substantive task forces are those who know their own professions and specialties best, and who have a high professional standing and reputation. Deputy Probation Officers are evaluating the position of Deputy Probation Officer, Sanitarians are studying the position of Sanitarian, Social Workers are analyzing Social Welfare, etc. to overcome the frequent blockages to New Careers programs put up by groups of "professionals."

To make the most correct decision about the areas of county government to include in the study, Institute staff worked with the CSAC Committee on County Manpower Needs, with CSAC staff, and with the County Personnel Administrators Association of California (CPAAC). An advisory

group, composed of the CSAC Committee on County Manpower Needs and additional CSAC personnel, was formed and a memorandum/questionnaire was sent to all the members. The result of these efforts was the identification of the seven areas of county service which seemed in greatest need of and most suited to, the New Careers approach.

The next step was the formation of the task forces themselves. Institute staff drew from county jurisdictions throughout the state, individuals who were very knowledgeable in their field, who could participate well in a group setting, and who were respected in professional associations. To best accomplish such a task, we worked through the individuals who know county employees best -- county personnel directors. Because of their pivotal locations, Fresno, Los Angeles, and Berkeley were chosen as the cities in which the task forces could most profitably meet and requests for recommendations of personnel to serve on particular task forces were sent to the personnel directors in surrounding county jurisdictions. Nineteen counties were represented on the task forces.

Institute staff reviewed the recommendations of the personnel directors and finalized task force memberships. On three of the task forces, Institute personnel felt the need for additional participation by individuals having special expertise in certain areas. Representatives from the State Office of Transportation Safety and the Oakland Redevelopment Agency -- the latter has an on-going New Careers program -- were taken as members of the Traffic Engineering and Administrative Assistant Task Forces respectively. Additionally, the Institute hired a consultant to aid the Deputy Probabion Officer Task Force, Mr. Douglas Grant -- one of the grandfathers of the New Careers approach, with special expertise in this field.

The substantive task forces met, the evaluation and information gathering endeavors were corrected and a review and refinement of the materials developed by the seven task forces of professional county employees is presently underway.

One of the interesting results of Task Force activities was the discovery of the similarity in results between

the Administrative Assistant Task Force at the County level and the previous activities during earlier years of the project at the City level. To avoid duplication and to stress the cross-adaptability of these professional views, see the "Supervision and Management Section" of the Institute's previous publication, Community College Programs for Public Service Occupations.

Significant Findings and Events: A most common problem found in numerous cities is that faced by police as their relations with communities deteriorate. Although city and county budgets are not growing, police departments are being given more funds to better execute their responsibilities. From the survey conducted by the COG Element Coordinator, Bay Area cities are turning to community service officer programs -- in which the community representatives become intimately involved in the workings of the department and as with the Community Health Workers mentioned above, act as effective liaisons between the community and the department. In Newark, Pittsburg, San Mateo and elsewhere, personnel departments and the police are interested in establishing a community service program at a new careers or paraprofessional level. Commensurate with the implementation of this liaison function might be a sensitivity course for all officers. These cities have asked the Coordinator to gather information on the program as it now functions in other Bay Area cities -- to discover its shortcomings and its successes and to make recommendations for its implementation through New Careers and redirection of vocational-technical education in each of their cities.

At least three of the cities interested in ABAG's offer of technical assistance, Millbrae, Redwood City and San Carlos, are predominantly affluent white suburbs. Staff members from their personnel departments are anxious to employ minorities in city departments and consequently have asked the COG Element Coordinator for advice on attracting minorities and reforming their recruitment policies accordingly. A paper is being developed offering suggestions for cities and counties that find themselves in such a dilemma. Background data will consist of findings from other cities and counties that have had considerable success in coping with the competitive civil service regulations.

Other cities, (Santa Rosa and San Jose), requested long term assistance from the COG Element Coordinator to initiate job development for the disadvantaged in many of their city departments. In Santa Rosa, a newly appointed city manager plans to modify the civil service system and create an entry level apprenticeship program for the disadvantaged from the outlying areas of the city, whereas in San Jose the newly appointed city manager is desirous of establishing an entirely renovated civil service system to coincide with his affirmative action program now underway. In that city, a thorough departmental survey of personnel uncovered a significant racial imbalance that does not reflect the racial makeup of the population at large. The city is now preparing to reverse its trends and through various methods, to bring on and uplift minorities to provide a healthier system more responsive to its large minority population.

Several cities visited expressed intense interest in the program's goals but were unable to participate as their city budgets had just been slashed; no new positions were being developed; and where civil servants were retiring, their positions were not being filled. Added to the tightening of purse strings, the rise in unemployment has cut a deep crevice into efforts to employ the disadvantaged. Overly qualified people with numerous degrees are applying for jobs that require merely a high school diploma. Despite these shortcomings, a sufficient number of cities have been able to surmount the situation -- and in fact -- more than can be dealt with within the resources and personnel currently authorized in Phase III of this grant.

Institute staff served as a member of the steering committee of the Governor's Advisory Council on Summer Youth Employment. That program concluded during the period covered by this report and the Governor has officially announced the total of youth employed in the program as 42,000.

Senior Institute staff served during the year as Chairman of the Title VIII Advisory Committee for the state of California. In that capacity, a higher priority listing for new careers projects and attempts at redirection of vocational-technical education was attempted.

Institute staff continues to serve as "staff" for the

City Manager-Community College Liaison Committees. There are now more than a dozen junior college districts which have established such committees with assistance from the Institute to develop new curricula and redirect existing vocational-technical education programs as well as develop new ones per previously developed models.

The Institute will continue to prepare and disseminate publications and other informative material germane to the project regarding new careers and the redirection of vocational-technical education.

Continued emphasis will be placed on attendance at meetings, conferences and conventions of local government public officials to further our direct work with operating local government personnel.